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SENATE

REPORT
101-411

TREASURY, POSTAL SERVICE, AND GENERAL GOVERNMENT APPROPRIATION BILL, 1991

AUGUST 1 (legislative day JULY 10), 1990.—Ordered to be printed

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Mr. DECONCINI, from the Committee on Appropriations, submitted the following

REPORT

[To accompany H.R. 5241]

The Committee on Appropriations, to which was referred the bill (H.R. 5241) making appropriations for the Treasury Department, the United States Postal Service, the Executive Office of the President, and certain Independent Agencies for the fiscal year ending September 30, 1991, and for other purposes, reports to the Senate with various amendments, and presents herewith information relative to the changes recommended.

Amount of bill as passed by House	$20,720,094,000
Amount of decrease by Senate	10,183,200
Amount of bill as reported to the Senate	20,709,910,800
Amount of estimate	20,712,458,000
The bill as reported to the Senate:	
Above the appropriations provided in 1990	2,267,763,800
Under the estimates for 1991	2,547,200
Below the House bill	10,183,200

[1] Includes USPS budget request of $484,592,000 for payment to Postal Service fund.

S183-6.

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General Statement and Summary of the Bill

The accompanying bill contains recommendations for new budget (obligational) authority for the Treasury Department, the United States Postal Service, the Executive Office of the President, and certain independent agencies for the fiscal year ending September 30, 1991.

The Committee considered budget estimates for fiscal year 1991 in the aggregate amount of $20,712,458,000. Compared to that amount the accompanying bill recommends new budget authority totaling $20,709,910,800, which is $2,547,200 less than the amount requested by the administration and $10,183,200 less than the House-passed bill.

The Committee recommendations are within the fiscal year 1991 section 302(b) budget authority and outlay allocations for the Subcommittee on Treasury, Postal Service, and General Government.

REPROGRAMMING REQUIREMENTS

The Committee directs that approval of the House and Senate Committees on Appropriations shall be required for any reprogramming request from an agency, department, or office, when the amount involved is in excess of $500,000, or 10 percent, whichever is greater, in any object class, budget activity, program line item, or program activity. The Committee also requires reprogramming approval by the Committees on Appropriations of the House and Senate if it is clear that such a reprogramming would result in a major change contrary to the program or item presented to and approved by the Committee or the Congress, or if the cumulative effect of past reprogramming actions added to the new action under consideration would exceed the reprogramming dollar threshold established by the Committee in this report. Furthermore, the Committee expects each agency to submit reprogramming requests to the Committee for approval if it cannot meet the earmarks for specific activities as approved by the Congress.

The Committee notes that the conditions outlined in this report apply only to funds included in appropriation accounts and the Federal buildings fund. It excludes other revolving funds since revolving fund programs are generally based on demands from external sources and changes to them do not represent a conscious, discretionary change in programs, projects, or activities. However, the Committee does expect the U.S. Customs Service to report reprogramming actions within the Customs user fee account to the Committees on Appropriations of the House and Senate in accordance with the restrictions and guidelines outlined in this report.

The Committee expects the justifications for proposed reprogramming actions to be clear and strongly documented. Furthermore, except in extraordinary circumstances, reprogramming proposals

will not be approved by the Committee with less than 45 days left in the fiscal year, nor will they be approved if they propose actions that would effectively reverse previous congressional directives.

TRANSFER OF FUNDS BETWEEN APPROPRIATION ACCOUNTS

The administration has requested authority for the Secretary of the Treasury and the Administrator of General Services to transfer funds between appropriation account of the Department of the Treasury and General Services Administration, respectively. For the Secretary of the Treasury, a 2-percent transfer authority is being requested, while the Administrator of GSA is requesting authority to transfer up to 1 percent between appropriation accounts for mandatory requirements.

The Internal Revenue Service has requested authority to transfer up to 4 percent between its appropriation accounts.

The Committee recommends that the Secretary of the Treasury be granted authority to transfer up to 2 percent between appropriation accounts. The amended provision in the Committee bill applies to the transfer of all appropriated funds whether or not the Secretary or any of his subordinates may have independent authority conferred upon them by other statutes to transfer funds beyond the 2-percent threshold. The Committee also recommends that the Administrator of General Services be allowed to transfer up to 1 percent between appropriation accounts during fiscal year 1991. Additionally, the Committee has approved the requested 4 percent transfer authority for IRS. These transfers will be requested only in emergency situations when the need for such transfer is unforeseen and absolutely critical to the mission supported by the affected appropriation account, and only with the prior approval of both the House and Senate Committees on Appropriations.

The Committee is concerned that in the past even such limited transfer authority has been overutilized and often used by the agencies for reorganizations that have major policy implications. Such transfers are interpreted by the Committee as circumventing the appropriations process and will not be condoned. Nevertheless, the Committee acknowledges that circumstances do arise during the course of a year whereby minimal shifts in funds from one account to another at Treasury and GSA could enable the agencies to address unforeseen contingencies. Therefore, the Committee has granted limited transfer authority for fiscal year 1991 as outlined above.

DEFINITION OF PROGRAM, PROJECT, AND ACTIVITY AS PROVIDED FOR BY PUBLIC LAW 99-177

During fiscal year 1991, for purposes of the Balanced Budget and Emergency Deficit Control Act of 1985 (Public Law 99-177), as amended, the following information provides the definition of the term "program, project, and activity" for departments and agencies under the jurisdiction of the Treasury, Postal Service, and General Government Subcommittee. The term "program, project, and activity" shall include the most specific level of budget items identified as a dollar amount in the Treasury, Postal Service, and General Government Appropriations Act, 1991 (H.R. 5241), the House (H.

Rept. 101-589) and Senate Committee reports, and the conference report and accompanying joint explanatory statement of the managers of the committee of conference accompanying that act. (Under the above definition, the Federal buildings fund, the Bureau of Engraving and Printing fund, and other intragovernmental funds are exempt under section 255(g)(1) of Public Law 99-177).

In implementing a Presidential order, departments and agencies shall apply the percentage reduction required for fiscal year 1991 pursuant to the provisions of Public Law 99-177, as amended, to each budget item that is listed under said accounts in the budget justifications submitted to the House and Senate Committees on Appropriations as modified by subsequent appropriations acts (including joint resolutions providing continuing appropriations), and accompanying House and Senate Committee reports, conference reports, or joint explanatory statements of the committee of conference.

TOTAL FUNDING FOR TREASURY, POSTAL SERVICE, AND GENERAL GOVERNMENT PROGRAMS

In addition to the new obligational authority recommended in the accompanying bill, additional significant sums are made available each year for the Treasury Department, the Office of Personnel Management, and other independent agencies under permanent indefinite authority which do not require consideration by the Congress during the annual appropriations process.

The principal items in these categories include: payment of interest on the public debt; interest on Internal Revenue Service refunds of income tax payments; and other interest payments on selected accounts handled by the Department of the Treasury, which total an estimated $261,800,000,000 in fiscal year 1991; repayments of taxes collected by Puerto Rico; payment made when the earned income credit exceeds the taxpayer's tax liability; special claims and damage payments required as a result of judgments against the U.S. Government and payments to the Presidential candidates and their parties, which total an estimated $7,600,000,000 in fiscal year 1991; payments in connection with the civil service retirement and disability fund, estimated to be $12,203,915,000; and Federal Retirement Thrift Investment Board program expenses, estimated to be $20,623,000 in fiscal year 1991.

The Committee also establishes limitations on the use of certain funds within the agencies covered by this act.

In addition to the agencies whose funds are derived from direct appropriations, there are other agencies which operate under authorities which exempt them from congressional review, in whole or in part, during the annual appropriations process or, as a matter of fact, from any other regular oversight by the Congress. For example, the U.S. Postal Service, under the Postal Reorganization Act, is authorized to use all of its income from postage and services for its own purposes and to request an appropriation from the Congress for certain subsidies. Therefore, normally only the amount of the subsidy requirement is regularly reviewed by the Congress. In the Treasury Department, the Office of the Comptroller of the Cur-

rency, whose income is derived principally from assessments paid by national banks, is exempt from congressional review, because such assessments are not construed under law to be Government funds.

AGENCY ADHERENCE TO ESTIMATES CONTAINED IN BUDGET JUSTIFICATIONS

The Committee believes that the agency budget justifications presented each year outlining the assumptions contained in the President's annual budget should accurately reflect the proposed allocation of resources and activities within the agency budget plan for the coming fiscal year. At the same time, the Committee is cognizant of the fact that economic conditions, program changes, congressional directives, and other unforeseen circumstances often change the assumptions which are built into the President's budget submission in the first few months of the calendar year. Nevertheless, the Committee expects every agency funded in this bill to closely adhere to the estimates presented in their annual budget justifications to the Committee, including its object classification tables, unless funding levels for programs, projects, and activities are specifically altered by the Committee and/or the Congress.

In this regard, the Committee expects to receive periodic notification from the agencies if and when they intend to alter the mix of programs, projects, activities, or funding assumptions initially presented in their fiscal year 1991 budget justifications which do not require a formal reprogramming action in accordance with this report.

FEDERAL WORK FORCE MATH AND SCIENCE DEFICIENCIES

The Committee recognizes the serious threat to the Nation's future productivity as a result of the educational deficiencies in the areas of math and science. In order to address this problem, the Committee encourages agencies to promote and maintain a competent Federal work force in math- and science-related areas and to undertake efforts to encourage students to pursue the study of math and science in their educational endeavors.

TITLE I—DEPARTMENT OF THE TREASURY

DEPARTMENTAL OFFICES

SALARIES AND EXPENSES

Appropriations, 1990	$58,081,000
Budget estimate, 1991	63,083,000
House allowance	63,083,000
Committee recommendation	63,883,000

[1] House has proposed separate accounts for salaries and expenses and international affairs.

The Committee recommends an appropriation of $63,883,000 for salaries and expenses for Departmental Offices of the Department of the Treasury. This amount is $800,000 above the budget request and the House allowance

The Departmental Offices function of the Treasury Department provides basic support to the Secretary in his roles as the chief financial officer of the Government, major policy advisor to the President, and Executive Director of the Treasury Department. The Secretary's responsibilities include: recommending and implementing U.S. domestic and international economic policy, fiscal policy, and tax policy; managing the fiscal operations of the Government; managing the public debt; overseeing the major law enforcement functions carried out by the Treasury Department; serving as the U.S. representative to the various international financial organizations; and directing the general administrative operations of the Treasury Department.

In support of the Secretary, the Departmental Offices function provides policy formulation and implementation in areas such as tax and economic affairs, trade and financial operations, and general fiscal policy. This function also provides advice and technical assistance on administrative and legislative programs and establishes and coordinates departmental administrative policies in areas such as budget, accounting, personnel, procurement, information systems development and management, telecommunications, and equal employment opportunity.

The Committee recognizes that Treasury's enforcement programs have expanded significantly in the recent past, largely in response to the war on drugs, and that additional coordination and monitoring is required. An additional $800,000 and 10 FTE is provided in the salaries and expenses appropriation to allow the Office of Enforcement to:

—Develop, coordinate, and/or review drug enforcement initiatives involving interdiction, investigations, and intelligence, such as the new financial crimes enforcement network and other antimoney laundering activities.

—Provide leadership and coordination for joint efforts between Federal agencies and/or State and local agencies, such as the high-intensity drug task force projects, Operation Alliance on the Southwest border, and the organized crime drug enforcement task forces.
—Implement the Kerry amendment to the Anti-Drug Abuse Act of 1988. This requires the Secretary to negotiate international agreements with foreign countries to ensure that their financial institutions maintain records of large U.S. currency transactions and make those records available to U.S. law enforcement authorities upon request.
—Improve oversight of the various regulatory agencies of financial institutions and Treasury's capability to pursue violations of the Bank Secrecy Act and impose civil penalties.

Office of Foreign Assets Control

The Office of Foreign Assets Control [OFAC] administers economic sanctions against selected foreign countries to further U.S. foreign policy and national security goals. The Office acts under the authority of the President's statutory emergency and wartime powers, as well as under the authority of specific legislation to impose controls on transactions with foreign countries. Currently, OFAC administers frozen assets and economic embargoes against the nations of Cuba, North Korea, Vietnam, Cambodia, Libya, and Panama. It also implements trade and economic sanctions against Iran, Nicaragua, and South Africa. The Committee has provided total funding of $2,212,000 for OFAC in fiscal year 1991. This amount is sufficient to support the current level of 40 permanent full-time staffing positions and maintain at least the current level of travel. Within the total amount provided, the Committee expects the Office to hire at least five criminal investigators to provide expanded oversight of the illegal operations conducted by foreign agents and businesses. Following is the object classification schedule for the Office of Foreign Assets Control in fiscal year 1991:

Fiscal year 1991 budget by object classification

Object class	*Amount*
Personnel compensation	$1,871,000
Benefits	282,000
Travel	53,000
Other services	5,000
Supplies	1,000
Total	2,212,000

International Affairs

Appropriations, 1990	$25,010,000
Budget estimate, 1991	27,517,000
House allowance	27,517,000
Committee recommendation	29,717,000

The Committee recommends an appropriation of $29,717,000 for international affairs in fiscal year 1991. This amount is $2,200,000 above the budget request and the House allowance.

The international affairs programs involve the formulation and execution of Treasury policy in a wide range of important economic areas. This activity includes those offices responsible for providing staff analysis and support for the Secretary and other senior officials involved in formulating and implementing international economic and financial policies. The issues involved within this activity include: international monetary affairs; international development financing policy; U.S. policy toward and participation in the work of the various international financial organizations; international economic analysis; international trade and investment policy; financial aspects of commodities and natural resources policy; and relations with the oil-producing countries of the Arabian Peninsula.

The Committee recognizes that major changes are occurring, almost daily, on the international horizon. The movement toward international freedom and democracy in Central and Eastern Europe and in Latin America require our economic and political support. To keep the administration and Congress informed of economic developments, monetary policies, and financial assistance needs, an additional $2,200,000 and 22 FTE's are provided to the international affairs appropriation to allow the Office of the Assistant Secretary for International Affairs to:

—Respond to economic and policy issues related to East European countries by establishing a financial post in Warsaw, Poland; monitoring newly created European Bank for Reconstruction and Development to promote the economic growth of Central and East European countries; and developing technical assistance programs involving economic and financial services for qualified East European countries.

—Implement the structural impediments initiative with Japan to promote United States exports to Japan by removing structural trade and investment barriers.

—Monitor foreign investment in and acquisition of U.S. firms, with emphasis on preserving national security interests.

—Open a financial attaché office in Brussels, Belgium, to interface with the European community as it moves toward full economic integration in 1992.

—Implement the new Enterprises for the Americas project including a trade initiative to move toward free and fair trade within the western hemisphere; an investment initiative to encourage capital flow and improve the environment; and a debt initiative to support debt and debt-service reduction in Latin America and the Caribbean.

—Identify new approaches to help sub-Saharan Africa's continued economic stagnation and debt burden and promote environmental interests in reviewing multilateral development bank loans, including tropical forest projects in Brazil, Sri Lanka, Guinea, and the Ivory Coast.

—Improve monitoring of official debt and debt rescheduling by foreign governments.

DEPARTMENTAL OFFICES

[Fiscal year 1991 proposed adjustments]

Object class	Salaries and expenses			International affairs		
	Fiscal year 1991 current [1]	Fiscal year 1991 revised	Increase or decrease	Fiscal year 1991 current [1]	Fiscal year 1991 revised	Increase or decrease
Salaries	$35,985,000	$36,540,000	+$555,000	$15,670,000	$16,788,000	+$1,118,000
Civilian personnel benefits	6,424,000	6,519,000	+95,000	3,587,000	3,975,000	+388,000
Benefits for former personnel	26,000	26,000	.....	13,000	13,000	.....
Travel and transportation of persons	740,000	805,000	+65,000	681,000	728,000	+47,000
Transportation of things	136,000	136,000	.....	69,000	180,000	+111,000
Rents, communications, and utilities	8,682,000	8,682,000	.....	2,948,000	3,001,000	+53,000
Printing and reproduction	1,117,000	1,117,000	.....	167,000	168,000	+1,000
Other services	6,311,000	6,321,000	+10,000	4,092,000	4,386,000	+294,000
Supplies and materials	1,141,000	1,156,000	+15,000	189,000	211,000	+22,000
Equipment	1,532,000	1,592,000	+60,000	101,000	267,000	+166,000
Lands and structures	989,000	989,000	.....	.....	.....	.....
Total budget authority	63,083,000	63,883,000	+800,00	27,517,000	29,717,000	+2,200,000

[1] Reflects data management transfer.

OFFICE OF THE INSPECTOR GENERAL

SALARIES AND EXPENSES

Appropriations, 1990	$13,605,000
Budget estimate, 1991	21,296,000
House allowance	21,296,000
Committee recommendation	21,296,000

The Committee recommends an appropriation of $21,296,000 for salaries and expenses of the Office of the Inspector General. This amount is the same as the budget request and the House allowance.

The statutory Office of the Inspector General of the Department of the Treasury was authorized under the Inspector General Act Amendments of 1988, Public Law 100–504, effective on April 16, 1989. That act required the consolidation of the staff and responsibilities for the internal audit functions at the Bureau of Alcohol, Tobacco and Firearms, the U.S. Customs Service, and the U.S. Secret Service, with the Department of the Treasury's existing Office of the Inspector General.

The Office of the Inspector General is organizationally independent of all other offices and bureaus within the Department of the Treasury and is under the general supervision of the Secretary of the Treasury or his Deputy. The Office is responsible for (1) the conduct, supervision, and coordination of audits with the Department; (2) the conduct of investigations within the non-law enforcement bureaus of the Department; (3) the oversight of investigations in the law enforcement bureaus or the conduct of such investigations, if appropriate; (4) the review of legislation and regulations of the Department; and (5) reporting to the Secretary and the Congress as set forth in the law.

The funding provided for the Office of the Inspector General in fiscal year 1991 represents an increase of $7,691,000 above the fiscal year 1990 enacted level. This increase in funding will allow the Office of the Inspector General to provide a full-time equivalent staffing level of 299 positions, an increase of 62 positions above the fiscal year 1990 enacted level. This increase in personnel is necessary to support expanded audits and investigations in fiscal year 1991. Of the increased positions, 30 will be allocated to activities to improve audit coverage of the Office of Thrift Supervision.

The Committee has also included an additional $158,000 in the "Salaries and expenses" account to cover the full costs of the 1991 cost-of-living adjustment and executive service and senior executive service pay raises in fiscal year 1991. This additional amount will permit the Office of the Inspector General to fund these increased costs with no absorption in fiscal year 1991. The Committee has reduced the funding available for automated data processing by $158,000 to offset the additional amount required to cover pay costs.

FINANCIAL CRIMES ENFORCEMENT NETWORK

SALARIES AND EXPENSES

Appropriations, 1990	[1] $13,385,000
Budget estimate, 1991	[2] 16,188,000
House allowance	[2] 16,188,000
Committee recommendation	16,688,000

[1] Amount included in the fiscal year 1990 Customs Service budget.
[2] Amount included in the fiscal year 1991 request for the U.S. Customs Service.

The Committee proposes the establishment of a separate appropriation account within the U.S. Department of the Treasury for the Financial Crimes Enforcement Network [FinCEN], and recommends an appropriation of $16,688,000 for FinCEN for fiscal year 1991. Both the President and the House have proposed funding for FinCEN in the "Salaries and expenses" account of the U.S. Customs Service.

The Financial Crimes Enforcement Network [FinCEN] is designed to implement the President's national drug control strategy recommendations calling for increased efforts to combat money laundering. FinCEN is a multiagency intelligence and analytical network which will coordinate the analysis of financial intelligence currently retained by numerous Federal, State, local, and foreign law enforcement and regulatory agencies. This financial intelligence will be augmented through liaison with the Intelligence Community. Using a multiagency, multidiscipline (analyst, examiner, investigator) approach, FinCEN will conduct both strategic and tactical analysis of information drawn from its multisource data base for use by law enforcement. In addition to intelligence analysis, FinCEN will provide target identification, financial research, and enforcement support to law enforcement, regulatory agencies, and, where applicable, the financial communities. FinCEN will also (1) assist Federal, State, and local law enforcement agencies to better coordinate their investigations; (2) identify new and emerging methods, patterns, and trends used by launderers and incorporate these into informational programs and seminars for domestic and foreign law enforcement as well as the financial industry; and (3) draw upon the expertise of the financial community and the public sector in its efforts to support financial investigations.

FinCEN consists of five primary functional areas: tactical analysis, operations support, strategic analysis, research and development, and systems support. These areas will be staffed by permanent FinCEN employees as well as special agents on nonreimbursable details from other Federal law enforcement agencies, including the Internal Revenue Service; the U.S. Customs Service; the Bureau of Alcohol, Tobacco, and Firearms; the U.S. Secret Service; the Federal Bureau of Investigation; the Drug Enforcement Administration; and the U.S. Postal Service.

For fiscal year 1990, the Committee approved a request of the U.S. Department of the Treasury to provide $13,385,000 for the establishment of FinCEN out of funds appropriated for drug-related money laundering and other enforcement activities of the U.S. Customs Service. The President's fiscal year 1991 request for the U.S. Customs Service "Salaries and expenses" account includes

$16,188,000 for FinCEN. It is the Committee's view that FinCEN is a Federal multiagency intelligence and analytical network being overseen by the U.S. Department of the Treasury. As such, it is not properly reflected in the budget as an activity of the U.S. Customs Service. While startup funding was made available through the Customs Service budget for FinCEN for fiscal year 1990, FinCEN will be fully operational for the first time in fiscal year 1991. The Committee believes FinCEN should appropriately be a separate account for fiscal year 1991.

The Committee has recommended an appropriation of $16,688,000 and 148 full-time equivalent positions for FinCEN for fiscal year 1991, $500,000 above the level proposed by the President to fully cover increased pay costs for fiscal year 1991. This is a net increase of $3,303,000 above the fiscal year 1990 funding level for FinCEN. This increase is a combination of ADP initiatives totaling $1,600,000 and annualizations totaling $6,900,000 mainly for staffing and contracts, offset by nonrecurring costs totaling $5,700,000 for PCS moves, one-time security costs, building cabling, and equipment. To ensure that the Committee is kept up to date on the progress being made by FinCEN to uncover illegal financial transactions, the Committee directs the Director of FinCEN to provide periodic reports, either oral or written, to the Committee which identify the achievements being made.

Federal Law Enforcement Training Center

SALARIES AND EXPENSES

Appropriations, 1990	$36,000,000
Budget estimate, 1991	36,727,000
House allowance	36,727,000
Committee recommendation	41,142,000

The Committee recommends an appropriation of $41,142,000 for salaries and expenses of the Federal Law Enforcement Training Center [FLETC]. This amount is $4,415,000 more than the budget request and the House allowance.

The Federal Law Enforcement Training Center provides the necessary facilities, equipment, and support services for conducting basic and advanced training for Federal law enforcement personnel of the participating organizations. Center personnel conduct the instructional programs for the basic recruit training and also selected portions of the advanced training. In addition, the Center furnishes training on a space-available basis to personnel from several Federal organizations which are not formal participants under the memorandum of understanding.

In October 1982, the President directed that a national center for State and local training be established as a part of the Federal Law Enforcement Training Center. The major program goals are to present advanced and specialized program offerings and to provide basic technical assistance to State and local law enforcement agencies. Fiscal year 1985 was the first year in which partial funding for this activity was provided in the FLETC appropriation.

The additional $4,415,000 provided by the Committee is to be allocated as follows: $516,000 to cover the increased costs of pay and

other inflationary adjustments; $954,000 for security and driver training preparation contracts; $1,000,000 for the procurement and installation of a telephone digital switch at the Glynco, GA, facility; $640,000 for salary and benefits costs associated with the increase of 16 full-time equivalent positions for the Financial Fraud Institute and oversight of the implementation of the Center's master plan; $428,000 to support increased operational costs at the Marana, AZ, facility; and $877,000 for the establishment of a drug demand reduction training program.

It is the Committee's intent that the FLETC may provide training for State and local law enforcement officials at all the FLETC sites and at other locations, but that the FLETC shall continue to give priority to the training of Federal law enforcement officials. It is the Committee's understanding the FLETC provides a limited number of training slots in select advanced training programs primarily designated for Federal agencies. Such training opportunities are of mutual benefit to both the Federal and State/local law enforcement agencies. Further, the FLETC is required to promote its programs to State and local agencies so that the agencies have sufficient lead time for planning and budgeting their training requirements. The Committee recognizes the benefit derived from training State and local officers in FLETC-sponsored programs and fully supports the efforts being made. However, the Committee directs the FLETC to use appropriate safeguards to ensure that State and local training conducted under FLETC auspices does not have any adverse impact on Federal law enforcement training. It is further the Committee's intent that State and local training provided by the FLETC continue to be done with partial reimbursement of costs to FLETC's appropriation, since the National Center for State and Local Training was established on the premise that costs would be shared. In regard to the training of foreign law enforcement officials and community leaders, the Commitee intends to clarify that the term "reimbursement of actual costs to this appropriation" may exclude FLETC personnel salary and benefit costs related to the training at the discretion of the Director and with notification and justification to the Committee.

ACQUISITION, CONSTRUCTION, IMPROVEMENTS, AND RELATED EXPENSES

Appropriations, 1990	$15,000,000
Budget estimate, 1991	18,735,000
House allowance	18,735,000
Committee recommendation	29,000,000

The Committee recommends an appropriation of $29,000,000 for acquisition, construction, improvements, and related expenses of the Federal Law Enforcement Training Center. This amount is $10,350,000 above the budget estimate and the House allowance.

The "Acquisition, construction, improvements, and related expenses" account covers major maintenance and facility improvements, construction, renovation, capital improvements, and related equipment at FLETC facilities in Glynco, GA; Marana, AZ; and Artesia, NM.

The Federal Law Enforcement Training Center was established in 1970 as the single interagency training organization for Federal

law enforcement agencies. FLETC's concept of Governmentwide, consolidated law enforcement training is directed at promoting the highest quality training at the most reasonable cost to the American taxpayer through multiple agency support and use. FLETC, through its principal facility in Glynco, GA, now meets the basic and advanced training needs of over 60 separate Federal agencies.

In June 1989, the Training Center completed its development of a master plan which will enable FLETC to better serve the training demands of Federal, State, and local law enforcement agencies. This master plan calls for the construction of additional facilities at all three Center locations. Included in the President's fiscal year 1991 budget is $14,300,000 for a variety of phase I and phase II projects. Because of the need to ensure the expedited implementation of the master plan to keep pace with training demands, the Committee has provided an additional $10,350,000 above the fiscal year 1991 request for master plan construction projects. The total amount provided by the Committee will fund the following projects in fiscal year 1991:

Federal Law Enforcement Training Center master plan

	Cost
Glynco, GA Center:	
Renovation building 66	$950,000
Physical training expansion	3,200,000
Student center	800,000
Vehicle fueling and covered area	200,000
Student center	1,350,000
Classroom building	4,750,000
Dormitory No. 2	8,225,000
Information Systems Division computer complex	600,000
Relocate Graphics/Media Center	1,200,000
Renovation building 18	600,000
Computer training renovation	400,000
Subtotal	22,275,000
Artesia, NM:	
Practical exercise areas	50,000
Recreation areas	25,000
Architect/engineering services	125,000
Walkways	50,000
Dormitory	2,125,000
Subtotal	2,375,000
Total	24,650,000

The remaining funds are provided to cover costs for maintenance of facilities and equipment.

The Committee intends that the Center's management should have reasonable latitude to make adjustments in construction projects as costs are refined and engineering and architectural design work is completed on the master plan projects. The Center may, without additional approval by the Congress, shift no more than 10 percent or $100,000 (whichever is less) of the sum allocated for each master plan project listed for fiscal years 1990 and 1991, to other projects listed at the same time.

As in fiscal year 1990, the Committee has included language in the bill that directs that there be no diminution of advanced or other training at the Marana, AZ, satellite facility of the Federal

Law Enforcement Training Center in fiscal year 1991. The Committee strongly believes that the Marana facility can and should be fully utilized in conjunction with the Artesia, NM, FLETC facility, and the main center at Glynco, GA.

Last year the Committee instructed the Federal Law Enforcement Training Center to review all possible options for improving facility contractual arrangements for the Marana, AZ, facility. The Committee believes that the Center should take full advantage of discussions currently underway with State and local officials to negotiate a purchase or long-term lease for the existing facility. The Committee is convinced that direct purchase or a long-term lease will provide substantial long-term economic benefits and greatly enhance the training capabilities of the Marana facility. The Committee, therefore, instructs the Director of the Federal Law Enforcement Training Center to explore the potential for purchase and/or a long-term lease for the Marana facility with State and local officials and report his findings to the Committee by no later than December 1, 1990.

REPORTING REQUIREMENTS

The training requirements of Federal law enforcement agencies have risen dramatically over the last several years and have resulted in significantly increased and continuously changing training projections by participating agencies in the FLETC. Due to the lag time that exists from the development of an agency's budget to the final enactment of an appropriations act, it is exceedingly difficult for FLETC to accurately reflect in advance the actual training needs of agencies. Lack of reliable or accurate data has frequently resulted in underfunding of FLETC's training needs. FLETC has developed a procedure that requires its participating agencies to review, refine, and update their training projections semiannually. As in previous years, the Committee directs that FLETC provide a summary of its semiannual review on training projections to the Committee.

The Committee also is aware that FLETC occasionally has obtained funding for facility modifications and enhancements from a participating agency. Such situations usually arise because a particular agency's requirements are made known to FLETC only after a budget submission or following enactment of an appropriations act for a particular year. It is the Committee's intention that FLETC's appropriation provide for all necessary training facility costs through its budget. However, if unprogrammed training facility improvement needs do arise for which FLETC must obtain agency reimbursement or other means of funding at a level exceeding $50,000, the Committee directs that FLETC provide advance notification to the House and Senate Committees on Appropriations.

Financial Management Service

SALARIES AND EXPENSES

Appropriations, 1990	$285,669,000
Budget estimate, 1991	218,742,000
House allowance	218,742,000
Committee recommendation	218,742,000

The Committee recommends an appropriation of $218,742,000 for salaries and expenses of the Financial Management Service [FMS] in fiscal year 1991. This amount is the same as the budget estimate and the House allowance.

The Financial Management Service manages approximately $2,000,000,000,000 in collections and payments annually. In its financial management leadership role, the Service must manage effectively the movement of Federal funds as well as make the optimal use of Federal financial information. By doing so, FMS fulfills an obligation to the public by improving the Federal Government's overall financial position and helping to reduce the Federal deficit.

FMS oversees the Government's overall financial operations through the financial and accounting services it provides to its customers—Congress, other Federal agencies, financial institutions, and the public. The Service's mission involves making over 750,000,000 timely payments each year; effectively managing mechanisms which collect over $1,000,000,000,000 in revenue for the Federal Government; providing leadership, direction, and assistance to Government agencies in the fields of cash management, credit administration/debt collection, and financial systems; overseeing a daily cash flow of over $9,000,000,000; and accounting for and reporting on these activities.

Service responsibilities include: regulation and management of the Government's collection systems; development and implementation of innovative cash management and credit administration practices in the administration of Federal programs; central payment services for all civilian executive agencies except the U.S. Postal Service, U.S. marshals, and certain Government corporations; processing claims on all lost, stolen, and forged checks including those not issued by the Treasury; providing central accounting services for the Government; compiling and publishing financial reports; and managing trust, revolving, and deposit fund accounts. FMS is committed to providing quality service to its customers and will improve its basic operational functions while moving closer to a more substantial leadership role in Federal financial management.

The Committee has provided a funding level of $218,742,000 for operations of the Financial Management Service in fiscal year 1991. This level of funding will support a full-time equivalent staffing level of 2,216 positions, which represents an increase of 57 FTE's above the fiscal year 1990 enacted level.

The Committee has provided an additional $1,127,000 to the FMS for the full increased costs of the 1991 cost-of-living adjustment and executive service and senior executive service pay raises. The Committee expects this additional funding to be offset by an identical reduction in the Guaranteed Loan Management Program.

The increased level of funding and staffing in fiscal year 1991 will allow the Financial Management Service to undertake certain initiatives to improve financial services and increase efficiency of operations. These initiatives include projects such as electronic certification, STAR, Project USA, and the Guaranteed Loan Management Program. The major reduction in funding for the FMS is due to the fact that beginning in fiscal year 1991, services provided to the Social Security trust funds will be carried out on a reimbursable basis.

GOVERNMENT PAYMENT ACTIVITIES

Under section 4 of Executive Order No. 6166 dated June 10, 1933, President Roosevelt directed that "* * * the function of disbursement of moneys of the United States exercised by any agency (exept United States marshals; the Post Office Department; the Postmaster General; the Board of Trustees of the Postal Savings System; those disbursement functions of the War Department, Navy Department (including the Marine Corps), and the Panama Canal, not pertaining to departmental salaries in the District of Columbia) is transferred to the Treasury Department and, together with the Office of Disbursing Clerk of the department, is consolidated in a Division of Disbursement, at the head of which shall be a Chief Disbursing Officer. * * *.

When this last significant reorganization of disbursing functions took place the Federal budget was less than that expended last year by the District of Columbia. Civilian and military salaries were paid in cash. Checks were individually typed and mailed in envelopes licked by the preparer. Adding machines were manual and dial telephones were just making their debut. All of the electronic tools of the financial world we now take for granted were mere dreams in the minds of the wild-eyed visionaries.

In the 1980's, the Financial Management Service, successor to the Division of Disbursement, implemented sophisticated electronic systems and payment mechanisms which produce volumes of payments at extremely low cost. They contend that the Financial Management Service now can produce payments faster, more reliably, and at a lesser cost than any other public or private organization in the Nation. Currently, they reconcile all Government payments and it is their contention that with the advent of a new computer system, styled system 90, due to come on line in 1993, they could combine those functions and make all of the Government's payments at significantly lower costs than under the present arrangement.

While no in-depth study to support the above contention has been made, the Committee is inclined to concur with the thrust of the argument. Accordingly, the Secretary is requested to examine the ramifications of combining all or any part of the Federal Government's payment functions, now delegated to other departments and agencies, within the Department of the Treasury and to report his findings to this Committee as part of his 1992 appropriations request.

BUREAU OF ALCOHOL, TOBACCO AND FIREARMS

SALARIES AND EXPENSES

Appropriations, 1990	$264,058,000
Budget estimate, 1991	275,284,000
House allowance	296,284,000
Committee recommendation	305,704,000

The Committee recommends an appropriation of $305,704,000 for the salaries and expenses of the Bureau of Alcohol, Tobacco and Firearms [ATF] for fiscal year 1990. This amount is $30,420,000 above the administration's request and $9,420,000 above the House allowance.

The mission of the Bureau of Alcohol, Tobacco and Firearms is: (1) to reduce the criminal use of firearms and to assist other Federal, State, and local law enforcement agencies in reducing crime and violence by effective enforcement of the Federal firearms laws; (2) to provide for the public safety by reducing the criminal misuse of explosives, combating arson-for-profit schemes, and removing safety hazards caused by improper and unsafe storage of explosive materials; (3) to assure the collection of all alcohol and tobacco tax revenues and obtain a high level of compliance with the alcohol and tobacco tax statutes; (4) to suppress commercial bribery, consumer deception, and other prohibited trade practices in the alcohol beverage industry by effective enforcement and administration of the Federal Alcohol Administration [FAA] Act; and (5) to suppress illicit manufacture and sale of nontaxpaid alcohol beverages.

The Bureau's program objectives are as follows:

Alcohol and tobacco programs.—Ensure the collection of all taxes due; prevent organized crime or other unqualified applicants from obtaining permits to enter the alcohol and tobacco industries; ensure an open, competitive market for alcohol beverages; ensure protection for the consumer in alcohol beverage products; and continue projects on regulatory reform and continue programs offering assistance to other agencies (both regulatory and law enforcement), industry, and the public.

Firearms program.—Reduce illegal trafficking in firearms; assist Federal, State, and local law enforcement and regulatory agencies in reducing illegal trafficking in weapons, reducing firearms-related crime, and investigating firearms-related cases; and identify and investigate violence-prone individuals who use firearms in criminal acts.

Explosives and arson programs.—Reduce criminal misuse of explosives; ensure public safety regarding the storage of legal explosives; reduce arson incidents; and assist Federal, State, and local investigative and regulatory agencies in explosives and arson-related areas.

FEDERAL ALCOHOL ADMINISTRATION ACT

The Committee recognizes alcoholic beverages as among the most socially sensitive commodities marketed in the United States. In this connection, marketing, labeling, and advertising of alcoholic beverages must be accomplished in an environment which fosters

fair and healthy competition while protecting the interests of the American consumer.

ARSON

The efforts of the Bureau of Alcohol, Tobacco and Firearms to control arson crime for profit warrant nothing less than unqualified support from the Congress. The investigative techniques and skills brought to arson crime investigations by ATF national response teams greatly enhance the potential for solution of these vicious acts.

COLLECTION OF STATISTICS/INGREDIENT LABELING

The Committee directs the Bureau of Alcohol, Tobacco and Firearms to continue the monthly collection of statistics for the alcohol beverage industry. The Committee finds that any move to disseminate these statistics on a quarterly rather than on a monthly basis will create a vacuum for industry, concerned consumer interest groups, and Federal, State, and local agencies that depend on timely statistics to accurately gauge trends and patterns in their efforts to address industry problems, including alcohol abuse.

The Committee has also included a general provision in the bill which prohibits the Bureau from implementing regulations with regard to ingredient labeling.

Any changes in either of these areas at ATF should be addressed in the appropriate legislative committees of the House and Senate and only after the most careful and serious consideration of the potential consequences for both the alcohol industry and the public.

PAY AND ADMINISTRATIVELY UNCONTROLLABLE OVERTIME

The Committee is seriously concerned that the President's fiscal year 1991 budget for the Bureau of Alcohol, Tobacco and Firearms assumes absorptions totaling $14,410,000 for increased mandatory pay raise and administratively uncontrollable overtime costs. This level of absorption, if approved as recommended by the President, would result in a reduction of 185 permanent full-time positions within ATF for law enforcement firearms, explosives, compliance firearms, and alcohol programs. These staffing reductions would result in 802 cases in firearms law enforcement not being recommended for prosecution; 700 fewer inspections in the alcohol product integrity program; and a potential reduction in law enforcement's ability to counteract the growing threat of explosives.

The Committee has rejected the President's proposed absorptions for this very critical law enforcement agency and has instead, provided an additional $10,554,000 within the ATF budget for fiscal year 1991 to cover the increased costs of the mandatory pay and overtime requirements. The remaining $3,856,000 has been included in the Office of National Drug Control Policy's Special Forfeiture Fund for transfer to the Bureau of Alcohol, Tobacco and Firearms on a quarterly basis in fiscal year 1991. The total increased amount will permit the ATF to maintain current levels while providing the increased funds necessary to implement the second

phase of the anticrime activities as proposed by President Bush in fiscal year 1990.

ARMED CAREER CRIMINAL APPREHENSION PROGRAM

The Armed Career Criminal Act, signed into law in 1984 and expanded by the Anti-Drug Abuse Act of 1986, provides mandatory sentences for certain violent repeat offenders who carry firearms. The Bureau, given its jurisdiction over firearms laws, has a unique opportunity to effect the apprehension of violent offenders. The success to date of the Bureau's Repeat Offender Program has surpassed initial expectations regarding apprehension, prosecution, and conviction of career criminals. The Committee notes that over 80 percent of the defendants apprehended under this program have direct involvement in illegal narcotics trafficking.

Over the past 12 months, the Armed Career Criminal Program has been responsible for the seizure of 893 rifles and shotguns; 628 assorted machineguns; 27 silencers; and 1,156 handguns. Additionally under this program, ATF initiated 2,148 criminal investigations which involved 2,258 defendants being recommended for prosecution.

The Committee has provided total funding of $82,932,000 and 1,064 full-time equivalent positions to support the Armed Career Criminal Program in fiscal year 1991. This amount reflects an increase of 287 full-time positions and $18,922,000 over the fiscal year 1990 enacted level.

BUREAU OF ALCOHOL, TOBACCO AND FIREARMS—ARMED CAREER CRIMINAL APPREHENSION PROGRAM [ACC]

[Dollar amounts in thousands]

	Compliance operations ACC		Law enforcement ACC		Total ACC Program	
	FTE	Amount	FTE	Amount	FTE	Amount
President's revised budget for fiscal year 1990	156	$8,400	411	$31,300	567	$39,700
Congressional add-ons:						
Public Law 101-136	40	1,668	109	11,515	149	[1] 13,183
Public Law 101-164			41	10,000	41	[1] 10,000
Additional CO support	20	1,127			20	1,127
Total	216	11,195	561	52,815	777	64,010
President's budget increases for fiscal year 1991:						
Annualization anticrime	35	1,457	150	12,765	185	14,222
Nonrecurring fiscal year 1990 costs		(55)		(8,207)		[1] (8,262)
Plus inflation/MCL		336		3,168		3,504
Less absorption of AUO/pay			(61)	(3,783)	(61)	(3,783)
Total	251	12,933	650	56,758	901	69,691
Proposed Senate adjustments:						
Project Achilles	25	1,450	77	8,008	102	9,458
Restoration of AUO/pay			61	3,783	61	3,783
Total	25	1,450	138	11,791	163	13,241

BUREAU OF ALCOHOL, TOBACCO AND FIREARMS—ARMED CAREER CRIMINAL APPREHENSION PROGRAM [ACC]—Continued

[Dollar amounts in thousands]

	Compliance operations ACC		Law enforcement ACC		Total ACC Program	
	FTE	Amount	FTE	Amount	FTE	Amount
Total fiscal year 1991 (revised)	276	14,383	788	68,549	1,064	82,932

[1] One-time costs for ACC Program from fiscal year 1990 include the following: PSC relocation costs, $1,200,000; training travel, $500,000; training supplies, $100,000; investigative supplies, $100,000; investigative equipment, $2,057,000; radio equipment, $1,875,000; motor vehicles, $2,000,000; ADP equipment (PC's), $225,000; office furniture, $205,000; total, $8,262,000.

PROJECT ACHILLES

The Comprehensive Crime Control Act of 1984 and subsequent amendments, provided mandatory minimum prison terms ranging from 5 years up to life sentences, without probation or parole, for those individuals convicted of using firearms while trafficking in narcotics and for those violent career criminals who possess firearms. In order to more narrowly focus on the mandatory sentences, ATF initiated the Project Achilles Program. Project Achilles specifically targets narcotics traffickers who use firearms to further their criminal endeavors. In fiscal year 1990, the Committee provided increased funding to allow the ATF to establish five Project Achilles task forces nationwide. The Bureau expanded the number of task forces to eight, all of which have been in operation since March 25, 1990. During the period of April 1 through May 31, 1990 the Project Achilles task forces have been responsible for the initiation of 112 investigations involving the illegal use of firearms. These investigations have led to the execution of 31 State and Federal search warrants resulting in the seizure of 32 handguns and 1 machinegun.

Because of the success of these task forces in bringing armed career criminals to justice, the Committee is recommending the expansion of this program in fiscal year 1991 by adding $8,008,000 for an additional 77 permanent full-time positions to support Project Achilles task forces in the following communities: Houston, Dallas, Baltimore, Atlanta, San Francisco, Boston, Omaha, and Albuquerque.

The Committee has also provided an additional $1,450,000 and 25 full-time permanent positions for the Bureau's compliance firearms program. These funds will enable ATF to conduct additional inspections which will ultimately result in law enforcement investigative referrals for firearms violations. Both of the increases for Project Achilles and for the compliance firearms programs are reflected in the above total increase recommended by the Committee for the Armed Career Criminal Program.

OPERATION ALLIANCE

The participation of the Bureau of Alcohol, Tobacco and Firearms in Operation Alliance on the Southwest border has contributed to successful cooperation of the law enforcement communities in deterring the growth of criminal activities in this drug-plagued

area. With the designation of the Southwest border as a high intensity drug trafficking area, all Federal agencies will be required to contribute additional resources to control the flow of illegal narcotics from entering the United States. Equally important is the development of intelligence information to identify the flow of weapons from sources in the United States which are used in illegal drug activities in Mexico, and other countries in Central and South America. Because of the important role the Bureau of Alcohol, Tobacco and Firearms can play in the tracing and identification of illegal firearms, the Committee is providing an additional $2,523,000 and 30 permanent full-time positions to assist in Operation Alliance efforts to support law enforcement efforts on the Southwest border. The Committee expects ATF to submit quarterly reports which detail the achievements made from the increased allocation of resources for Operation Alliance purposes on the Southwest border.

PROJECT UPTOWN/HARLEM HOUSING OPERATION

The Committee has provided an additional $1,860,000 to expand law enforcement activities for Project Uptown, an ATF enforcement program to reduce the growing violence in Harlem housing projects which is associated with illegal drug trafficking. This increased funding will permit ATF to triple current efforts on this very valuable enforcement program in fiscal year 1991.

OTHER FUNDING ENHANCEMENTS

The Committee has also provided increases above the President's request for the following ATF restorations and enhancements: an additional $500,000 to improve the collection of intelligence information on firearms licensees through the National Tracing Center; an additional $619,000 for qualification ammunition activities; an additional $2,400,000 for vehicle replacement; an additional $1,055,000 for electronic interception activities; and an additional $1,450,000 for the alcohol compliance program to expand investigations into alcoholic beverage label fraud schemes.

BUREAU OF ALCOHOL, TOBACCO AND FIREARMS FISCAL YEAR 1991 REVISED FUNDING

[Dollars in thousands]

Object class	Fiscal year 1991 President's budget	Adjustments	Committee recommendation
Personnel compensation	$145,943	$10,257	$156,200
Personnel benefits	39,093	3,933	43,026
Benefits former personnel	79		79
Travel	11,340	3,643	14,983
Transportation	1,472	87	1,559
Rent/communication/utilities	37,391	2,075	39,466
Printing	1,219		1,219
Other services	17,259	927	18,186
Supplies	7.335	1,994	9,329
Equipment	13,987	7,503	21,490
Insurance	166		166
Total	275,284	30,419	305,703
FTE's	3,706	392	4,098

BUREAU OF ALCOHOL, TOBACCO AND FIREARMS FISCAL YEAR 1991 REVISED FUNDING—Continued

[Dollars in thousands]

Object class	Fiscal year 1991 President's budget	Adjustments	Committee recommendation
Cost per FTE:			
Salary/benefits	$49,929	$36,199	$48,615
Total	74,281	77,599	74,598

COMMITTEE ADJUSTMENTS TO PRESIDENT'S REQUEST

	Amount	FTE's
Adjustments by initiative:		
Operation Alliance	$2,523	30
Project Achilles	9,458	102
Electronic interception	1,055	.....
Qualification ammunition	619	.....
Tracing Center	500	.....
Enforcement automobiles	1,800	.....
Investigative NRT vehicles	600	.....
Alcohol program	1,450	25
Project Uptown	1,860	15
Unfunded requirements:		
Compliance operation alcohol restoration	3,900	51
Law enforcement firearms (AUO/MCL)	7,565	122
Law enforcement explosives (Pay raise/MCL)	1,945	29
Compliance operation firearms (Pay raise/MCL)	1,000	18
Forfeiture fund	(3,856)	.....
Total	30,419	392

AUTOMATED DATA PROCESSING FACILITY REQUIREMENTS

The Bureau of Alcohol, Tobacco and Firearms must relocate its automatic data processing [ADP] facility due to potentially disastrous disruptions resulting from a renovation, scheduled for 1993, from its current location at the Interstate Commerce Commission building in Washington, DC. The Bureau has indicated its desire to relocate prior to the scheduled renovation, to a comparatively low-cost area reasonably proximate to the Washington, DC, area. In view of the above-stated specifications, the Committee directs the Bureau to initiate a study for the purposes of considering the feasibility of relocating the ADP facility to a low-cost area reasonably proximate to Washington, DC.

U.S. Customs Service

SALARIES AND EXPENSES

Appropriations, 1990	$1,062,590,000
Budget estimate, 1991	1,120,086,000
House allowance	1,140,086,000
Committee recommendation	1,141,725,000

The Committee recommends an appropriation of $1,141,725,000 for the salaries and expenses of the U.S. Customs Service. This amount is $21,639,000 more than the budget estimate and $1,639,000 above the House level.

The U.S. Customs Service is the primary border enforcement agency and a major revenue producer. Customs administers and enforces the Tariff Act of 1930 and some 400 other provisions of laws and regulations of 40 other Federal agencies governing international traffic and trade. The mission is multifaceted and mandates the Service to:

—Control, regulate, and facilitate the movement of carriers, persons, and commodities between the United States and other nations;

—Protect the American consumer and the environment against the introduction of hazardous and noxious products; and protect American industry and the American worker against unfair competition from foreign manufacturers;

—Assess, collect, and protect the revenue accruing to the United States from duties, taxes, and fees incident to international traffic and trade;

—Detect, interdict, and/or investigate:

Smuggling and other illegal practices designed to gain illicit entry into the United States of prohibited articles, narcotics, and other contraband;

Fraudulent activities calculated to avoid the payment of taxes and fees, or to evade the legal requirements of international traffic and trade;

Illegal transfers of critical technology to foreign nations for the building of their military systems, thus posing a threat to our national security;

Illegal international trafficking in arms, munitions, and currency.

COMMERCIAL OPERATIONS

The duties of the Customs Service to facilitate the legitimate transport of goods being imported into the United States and exported to overseas markets are directly linked to the economic well-being of our Nation. In addition, the revenues derived from the collection of duties, merchandise fees, and other commerce-related services help support Federal deficit reduction efforts. In fiscal year 1991 the revenues collected through the commercial operations activities of the U.S. Customs Service are expected to reach $19,000,000,000. This figure represents a return on investment ratio of 19 to 1.

PAY AND ADMINISTRATIVELY UNCONTROLLABLE OVERTIME

The Committee is gravely concerned about the affect the President's proposed fiscal year 1991 budget would have on the U.S. Customs Service's ability to carry out its law enforcement and commercial operations functions due to the mandated absorption of 50 percent of the costs of the 1991 pay raises and administratively uncontrollable overtime. The President's budget shows that if the Service had to absorb 50 percent of the increased costs of the 1991 pay raises and the full increased costs of administratively uncontrollable overtime [AUO], Customs would lose 757 positions from the level funded by the Congress in fiscal year 1990. The President's budget further documents that the personnel reductions would be taken in those programs which support this Nation's war on drugs as well as those which facilitate the flow of commercial trade. This simply is not acceptable. The cumulative effect of multiyear absorptions for the increased cost of pay, personnel benefits, and the Gramm-Rudman-Hollings sequester on the U.S. Customs Service has forced the Service to shift funds into pay and benefits from congressionally enacted and administration supported initiatives. As a result, while the Congress has provided increased funding for inspection and control activities as well as the air interdiction program, for the specific purpose of enhancing the drug enforcement activities of the Service, these program initiatives have not been implemented. In order to begin to rectify this situation, the Committee is rejecting the President's proposed pay, AUO, and other absorptions for the Customs Service in fiscal year 1991. Instead, the Committee has included additional funds totaling $8,678,000 to cover the full increased pay, overtime, and benefits costs in fiscal year 1991. This amount, added to the $18,884,000 included in the Office of National Drug Control Policy's special forfeiture fund will provide the full amount of funding needed to cover the increased costs of pay and overtime in fiscal year 1991.

SOUTHWEST BORDER HIGH-INTENSITY DRUG TRAFFICKING AREA

With the designation of the Southwest border as a high-intensity drug trafficking area, Customs will be required to devote increased resources to the drug-prone United States-Mexico border. The President's fiscal year 1991 budget contains $10,000,000 for an additional 175 inspectors to provide increased inspection and enforcement activities at ports of entry along the Southwest border. The President's budget also includes an increase of $5,300,000 for upgrades to the Service's Front Royal Canine Training Center and 23 additional canine enforcement teams. The Committee applauds these initiatives but believes they do not go far enough.

The Committee is providing an increase of $23,100,000 to cover the costs of an additional 325 full-time equivalent positions for increased cargo container examination and other inspection activities in fiscal year 1991. Out of these additional amounts, in order to ensure stepped-up drug enforcement activities on the Southwest border, the Committee instructs the Commissioner to allocate at least $12,860,000 and an additional 225 full-time inspection positions at ports of entry. These amounts, added to the increases for the Southwest border contained in the President's fiscal year 1991

budget, will provide for total increased staffing of at least 400 full-time inspection positions on the Southwest border. In addition, the Committee directs that of the increased amount, an additional $5,892,000 shall be made available for an additional 75 canine teams. The Committee expects the Nogales district to maintain a base level of 37 canine teams in fiscal year 1991. Because the Committee is concerned that certain districts of the U.S. Customs Service, with increasing workload requirements, are not being allocated the number of positions they need to carry out the job the Congress expects, the Committee has no choice but to instruct the Service to achieve base staffing levels for Customs districts in certain areas of the country. In this regard, the Committee directs the Commissioner of Customs to maintain a base level of 222 positions for the Nogales, AZ, district in fiscal year 1991.

Further, the Committee is recommending an additional $5,764,000 to permit the Service to restore base reductions which were taken in activities such as special operations and vehicle replacements which were scaled back in fiscal year 1990 as a result of absorptions.

FINANCIAL CRIMES ENFORCEMENT NETWORK

The Committee has reduced the Customs budget by $16,688,000 to reflect the shift of the activities of the Financial Crimes Enforcement Network [FinCEN] from the U.S. Customs Service budget to a separate account under the Department of the Treasury beginning in fiscal year 1991.

SOUTHWEST BORDER FACILITIES IMPROVEMENT PROGRAM

For the fourth year in a row, the Committee has recommended a major Southwest border facilities improvement program that will continue a multiyear effort to repair, alter, construct, and renovate border stations and other facilities at the ports of entry from California to Texas. The Customs Service, the General Services Administration, the Department of Agriculture, the Immigration and Naturalization Service, and the representatives of the border trade community have developed a list of priority projects which will significantly improve the condition of our border stations, including security and cargo inspection facilities, at a number of ports of entry along the United States-Mexican border. The Committee is pleased that Customs has actively participated in the formulation of the border project priorities and the configuration of the specific border work to be implemented in fiscal year 1991. The Committee expects the Commissioner of Customs to involve her agency in carrying out this fourth phase of the Southwest border facilities improvement program in fiscal year 1991 and to continue to solicit the views and expertise of the border trade community in developing the proper mix of improvements at the ports of entry.

At the same time, the Committee notes that as these critical border projects reach fruition, they will, in many cases, require additional Customs staff to handle the increased workload at the border. The Committee expects the Customs Service to budget for the increased personnel, equipment, and other related costs required as a result of these new and expanded facilities in future

fiscal years. As these projects come on line, the Committee expects the Commissioner of Customs to allocate sufficient additional staff to the ports of entry along the Southwest border to expedite the flow of legitimate cargo, while maintaining a rigorous antidrug and trade enforcement effort along the border. The Customs Service should continue to report periodically to the Committee regarding both the status of the Southwest border facilities improvement program and the requisite new staffing required at these new and improved facilities.

SAFE HANDLING OF HAZARDOUS MATERIALS

The safe and efficient handling of hazardous materials crossing our borders has become a very critical issue both for the trade community and the Customs Service who are responsible for handling and processing these shipments as well as for the local areas near the locations where these commodities are entering and departing the United States.

The border trade has brought to the Committee's attention the fact that U.S. ports of entry do not have adequate inspection and containment facilities to accommodate these materials and potential spills. The U.S. Customs Service has recognized the urgent need to develop safe, uniform, and environmentally sound procedures and practices for dealing with hazardous cargo. The Customs Service indicates that it is now in the process of developing a comprehensive way to address all aspects associated with the safe handling of hazardous materials, including uniform procedures, equipment, and inspection facility requirements, and contingency plans. The Committee urges the Customs Service to develop and implement procedures for the safe handling of hazardous materials as quickly as possible and to submit to it a report on the comprehensive solutions it recommends to address this critical problem. That report should include the additional resource and border facility requirements needed to safely handle hazardous commodities and should be submitted to the Committee no later than February 1, 1991.

NORTHEAST CUSTOMS REGIONAL OFFICE, BOSTON, MA

The Committee has included language in the bill prohibiting the U.S. Customs Service from closing or consolidating the Northeast regional Customs office located in Boston, MA. With the adoption of the United States-Canada Free Trade Agreement, the Committee is concerned that trade with Canada will increase and trade services in the Northeast region of the country will be in more demand than ever. For this reason, the Committee does not want any disruption of services presently provided through the Northeast regional office and has, therefore, included language in the bill prohibiting the use of funds for the reduction of regional Customs offices from the seven which currently exist.

PIEDMONT REGION, SOUTH CAROLINA

A recent study conducted by the U.S. Customs Service indicates a threat assessment in the Piedmont region of South Carolina suffi-

cient to warrant the establishment of a Customs enforcement office in the Greenville/Spartanburg communities. This area has a high concentration of foreign business investors and law enforcement investigations demonstrate that primary and/or secondary drug smuggling organizations have infiltrated this area. In order to properly respond to the increasing threat in this region of South Carolina, the Committee directs the U.S. Customs Service to establish a Greenville/Spartanburg enforcement office beginning in fiscal year 1991. The Committee has included an additional $785,000 and six permanent full-time positions in the Customs budget for this purpose in fiscal year 1991.

BUFFALO, NY

The Committee is concerned about inadequate staffing levels at the Buffalo, NY, port of entry. In order to ensure the timely flow and processing of legitimate passengers and trade, the Committee directs the U.S. Customs Service to provide an additional 17 inspector positions for the Buffalo, NY, district in fiscal year 1991.

UNITED STATES-CANADA BORDER STUDY

The Customs Service shall conduct a study of the Customs inspection facilities located on the United States-Canada border. The review should identify workload, staffing, conditions of the facilities, and technology currently utilized by the Federal inspection services on the United States-Canada border. The study, with the appropriate recommendations, should be similar to a study funded by the Customs Service in 1989 for the United States-Mexico border.

NORTHERN BORDER PORT STAFFING

The Committee is concerned with the staffing levels of the Blaine, Lynden, Point Roberts, and Sumas points of entry in Whatcom County, WA. The dramatic increase of international traffic at these points has resulted in shortages of staff capacity. The Committee directs the U.S. Customs Service to assess the permanent staffing needs of these points and report its assessment to the Committee within 60 days of enactment of this act. In the meantime, the Committee directs the Customs Service to allocate an additional 15 full-time inspector positions to this area from the increased funds made available in fiscal year 1991.

BALTIMORE, MD

Growing trade in the Customs Service's Baltimore district requires the use of sophisticated inspection technology. In order to respond to this growing trend and process merchandise in a more efficient manner, the Committee directs the U.S. Customs Service to provide a mobile x-ray detection van for permanent use within the Baltimore district. The Committee has provided $200,000 for this procurement in fiscal year 1991.

PRECLEARANCE FACILITY—ARUBA

The Committee is aware of the increasing number of United States tourists visiting the nation of Aruba over the past several years. In 1988, statistics show that 67 percent of tourists visiting this small Caribbean nation were of United States origin. The Committee is advised that the Government of Aruba has indicated an interest in the installation of a customs preclearance facility on Aruba to help expedite the flow of individuals destined for the United States. The Immigration and Naturalization Service presently operate a preclearance facility in Aruba and the Committee is interested in the potential benefits of extending preclearance operations to the U.S. Customs Service. Therefore, the Committee requests the U.S. Customs Service to conduct an assessment of the feasibility of establishing a preclearance facility in Aruba and report its findings to the Committee by no later than February 1, 1991.

PORT OF CUSTOMS OFFICE, CHARLESTON, WV

The Committee continues to believe that the services provided through the Charleston, WV, customs office are very important to the State of West Virginia and the Nation as a whole. For this reason, the Committee expects the Service to maintain the level of services provided in fiscal year 1990 through fiscal year 1991 at the Charleston office.

DRUG TRAFFICKING IN ALASKA

The Committee notes an increasing number of heroin and cocaine seizures and arrests in the State of Alaska in the past year by both Federal and State law enforcement agencies. This is due to the increased amounts of drugs entering Alaska, and reports of increasing transshipment through Alaska to the lower 48 States. Within the past several years, intelligence and drug seizures have indicated the awareness of the international smuggling community to the feasibility of utilizing Alaska as an entry point for narcotics via ocean access.

Traditional routes of international travel and commerce into Alaska are monitored by an existing establishment of Customs ports of entry and stations located where the traffic levels have justified their presence. Nearly every one of these locations is staffed, some seasonally, with the barest minimum of officers.

Accordingly, the Committee directs the Customs Service to report by March 1, 1991, on: (1) the levels of drug trafficking in Alaska; (2) an assessment of Customs Service personnel levels needed to respond to the drug trafficking; and (3) the feasibility within current personnel ceilings of shifting additional customs agents to Alaska.

STAFFING

The following table reflects the summary of the Committee's recommended distribution of Customs employment among the various Customs personnel categories for fiscal year 1991:

DETAIL OF PERMANENT POSITIONS BY CATEGORY

[Number of full-time equivalent positions]

Customs programs	Adjusted fiscal year1991 base	Presidential initiatives	Comittee restorations	Additional inspectors	Fiscal year 1991 Committee recommendation
Inspectors	5,349	175	95	325	5,944
Inspection and control program support (includes aides)	939	23	53		1,015
Import specialists	1,084		20		1,104
Laboratory	112		2		114
Trade and tariff program support (includes entry clerks)	1,685	9	95		1,789
Investigations agents	1,211		130		1,341
Investigations program support	215		4		219
Aviation interdiction support	854		82		936
Investigators/patrol officers	1,011		105		1,116
Trade investigations program support	115		2		117
Intelligence employees	269		5		274
Internal affairs employees	281		4		285
Enforcement support	326		6		332
Operational support	881	14	16		911
Executive direction and control	824		15		839
Chief and regional counsel	104		2		106
Subtotal	15,260	221	636	325	16,442
Part-time and temporary full-time equivalent positions	720				720
Total full-time equivalent positions	15,980	221	636	325	17,162

Note.—Fiscal year 1991 Committee recomendation includes 314 FTE transfer from ONDCP special forfeiture fund.

Object classification

Personnel compensation:	
Permanent positions	$575,259,000
Positions other than permanent	11,063,000
Other personnel compensation	39,659,000
Special personnel services payments	942,000
Total personnel compensation	626,924,000
Personnel benefits	138,719,000
Benefits to former personnel	200,000
Travel and transport persons	35,042,000
Transportation of things	5,497,000
Rent, communication and utilities:	
Rental payments to GSA	86,207,000
Rental payments to others	9,106,000
Other rent, communication and utilities	40,821,000
Printing and reproduction	4,329,000
Other services	129,370,000
Supplies and materials	15,661,000
Equipment	49,448,000
Land and structures	6,000
Insurance claims and indemnities	395,000
Refunds	
Total obligations	1,141,725,000

OPERATION AND MAINTENANCE, AIR INTERDICTION PROGRAM

Appropriations, 1990	$230,363,000
Budget estimate, 1991	143,047,000
House allowance	107,047,000
Committee recommendation	114,347,000

The Committee recommends an appropriation of $114,347,000 for operation and maintenance expenses of the Customs Air Interdiction Program. This amount is $28,700,000 less than the budget request and $7,300,000 more than the House allowance.

The "Operation and maintenance, Air Interdiction Program" account covers expenses incurred by the Customs Service for operating and maintaining the aircraft, radar, equipment, and facilities necessary to carry out the successful mission of air interdiction. This account also includes training, some equipment procurement, leasing, and special operations either directly or indirectly associated with the Air Interdiction Program. This account covers the essential costs associated with operating and maintaining the Army, Navy, and Air Force aircraft and equipment that has been, and will continue to be, loaned to Customs for use in its air interdiction mission.

The Committee has once again included language in the bill which prohibits the transfer of any Customs aircraft outside the Department of the Treasury. The Committee has modified this language in fiscal year 1991 to permit the transfer of the aerostat program to the Department of Defense. The Committee notes that the appropriation language contained in the bill on the transfer of aircraft should not be interpreted or viewed in any way as a limitation on the authority of the U.S. Customs Service to acquire aircraft by means other than commercial purchase. Furthermore, the Committee reconfirms the intent of the Congress in prior years that the Customs Service is authorized to acquire aircraft through means such as seizure for violations of law and by transfer from other agencies. The Committee has included statutory authority for the Customs Service to continue acquiring seized aircraft that have been confiscated as a result of legal action against a violator of Customs laws and to acquire aircraft and equipment from other Federal agencies, including the Department of Defense.

AIR INTERDICTION STRATEGY

The Committee continues to support the P–3 airborne early warning [AEW] aircraft program and the aircraft's preeminent role in the overall Customs Air Interdiction Program. The Committee also supports a total fleet of four P–3 AEW aircraft for the Customs Service.

The Committee is pleased to note that the Customs P–3 AEW is also playing a major role in carrying out the President's defense-in-depth drug interdiction strategy that is part of his overall national drug control strategy announced last January. The Committee, for example, is aware that the P–3 AEW has been responsible for the seizure of over 31,000 pounds of cocaine in the first 6 months of 1990 and is operating effectively in tandem with other law enforcement agencies and the Department of Defense.

However, due to rigid budgetary constraints the Committee is unable to provide the full amount of funding required for procurement and modification of a fourth P-3 AEW in fiscal year 1991. The Committee has, however, provided an additional $8,000,000 to initiate the procurement of a fourth P-3 AEW to fully implement the national drug air interdiction strategy in fiscal year 1991. While these funds cannot fully support the total costs needed to fully procure a fourth P-3 AEW in fiscal year 1991, the funding provided by the Committee will allow the Service to procure the APS-138 radar and AEW rotodome needed to begin to modify a P-3 airframe. It will also permit the Service to initiate the procurement process on the fourth P-3 AEW modification so that the Service will be in a position of expediting the full procurement process in fiscal year 1992. Because of the importance of this surveillance aircraft in carrying out the role of the Custom's Service in air interdiction, the Committee expects the Customs Commissioner to request the remaining funds necessary to fully support the modification process for the fourth P-3 AEW in fiscal year 1992.

TRANSFER OF OPERATION AND MAINTENANCE RESPONSIBILITIES FOR AEROSTATS

The Committee has reduced the appropriation for the Air Interdiction Program by $36,700,000 for operation and maintenance expenses associated with the Aerostat Program. The Committee has included a general provision in the bill transferring responsibility for the Aerostat Program to the Department of Defense as part of its lead responsibility for drug interdiction detection and monitoring functions. The Committee expects the funds to operate the program in fiscal year 1991 to be provided by the Department of Defense.

ASSESSMENT OF EXISTING AIRCRAFT

The Committee is aware of and supports the efforts by the U.S. Customs Service to move toward standardization of all aircraft in its air drug interdiction fleet. The Committee is persuaded that the standardization of aircraft will reduce the overall long-term costs to the Service to operate and maintain its air and support assets. As standardization occurs, this of course, will necessitate the infusion of additional funds for procurement of replacement assets. In order to permit the Committee to assess the steps taken to date by the Service to standardize air assets and determine the future funding costs for replacement aircraft, the Committee instructs the Commissioner of Customs to undertake an assessment of all aircraft in the possession of the Service, identify the aircraft which do not meet the Service's standardization goals, indicate the steps either being taken or planned in the future to dispose of these assets, provide a detailed listing of those aircraft, by type and cost, which the Service would suggest be purchased to standardize its fleet, and identify the cost savings which would result. The Committee expects this report to be submitted to it by February 1, 1991. In the meantime, if the Service determines that, based on this assessment, existing aircraft can be disposed of at a cost savings without adversely impacting the Customs air interdiction requirements,

the Committee instructs the Service to take such action and request a reprogramming of funds for the procurement of new assets which will meet the fleet standardization goals.

COMMAND, CONTROL, COMMUNICATIONS AND INTELLIGENCE [C^{3}I] CENTERS

The Committee notes that progress is continuing on the establishment of two command, control, communications, and intelligence [C^{3}I] centers to coordinate and disseminate time-sensitive tactical drug interdiction intelligence to both the Customs Service and the Coast Guard drug interdiction forces in the eastern and western sections of the United States. The Committee directs Customs to continue to cooperate and coordinate with the Coast Guard and other Federal drug interdiction agencies in the establishment of these C^{3}I centers and to report to the Committee on a regular basis regarding the status of these critical national drug interdiction facilities.

CUSTOMS FORFEITURE FUND

(LIMITATION ON AVAILABILITY OF DEPOSITS)

Appropriations, 1990	$14,855,000
Budget estimate, 1991	14,855,000
House allowance	14,855,000
Committee recommendation	14,855,000

The Committee recommends an appropriation of $14,855,000 for the Customs forfeiture fund in fiscal year 1991. The Committee recommendation is the same as the budget request and the House allowance.

Prior to fiscal year 1985, the costs of handling each seizure had been deducted from the proceeds, if any, from the sale of that seizure. However, in instances where proceeds were not sufficient to cover expenses, Customs had to cover the expenses out of its regular operating budget. The latter situation occurred frequently; by the time the seized property was forfeited, expenses for storage and other miscellaneous charges had exceeded the proceeds of the sale. Moreover, the net proceeds from one sale could not be used to offset the losses incurred from another sale.

To remedy this situation, Congress passed legislation (Public Law 98–573) that authorized Customs to establish a Customs forfeiture fund. Seized and forfeited currency and any proceeds beyond the expenses of seizure and forfeiture of merchandise are deposited into this account. Use of these funds is limited to the following: (1) expenses, including investigative costs, related to seizure; (2) awards to informants; (3) payments of liens related to seizures; (4) equipping any vessels, vehicles, and aircraft for law enforcement purposes; (5) payment of claims of parties of interest to property disposed; (6) purchase of evidence; (7) destruction of drugs; (8) reimbursement to citizens for expenses incurred in cooperating with Customs in investigative and undercover operations; and (9) cost of publicizing the availability of rewards. Additionally, the Anti-Drug Abuse Act of 1988 authorized permanent budget authority, limited only by available receipts, for nondiscretionary uses of the fund.

The discretionary uses of the fund are limited to amounts provided in annual appropriations acts. Sharing with State and local law enforcement agencies is accomplished through a separate "Asset sharing suspense" account. The balance, not shared with State and local law enforcement, is transferred to the forfeiture fund.

The amount of funding provided in fiscal year 1991 will provide the same level of activity as funded in fiscal year 1990.

CUSTOMS SERVICES AT SMALL AIRPORTS

(TO BE DERIVED FROM FEES COLLECTED)

Appropriations, 1990	$2,152,000
Budget estimate, 1991	2,152,000
House allowance	2,152,000
Committee recommendation	2,152,000

The Committee recommends an appropriation of $2,152,000 to allow for Customs services at certain small airports—services to be paid from user fees collected at each of these small airports. This amount is the same as the budget request and the House allowance.

The Trade and Tariff Act of 1984 (Public Law 98-573) authorizes the U.S. Customs Service to impose user fees for services at certain small airports where the volume or value of business is insufficient to justify the availability of Customs services. The fee will be equal to the expenses incurred in providing the services.

The legislation authorizes Customs to charge a fee for services at certain designated airports, additional locations to be designated by the Secretary of the Treasury. (The Governor of the State in which such airport is located must also approve the designation.)

Fees which are collected at each airport are deposited into an account within the Treasury of the United States that is specifically designated for that airport. The funds in the account as provided by appropriations acts, will only be available for expenditures relating to the provision of Customs services at each airport including salaries and expenses of personnel employed to provide such services.

The amount of funding provided in fiscal year 1991 will permit Customs to serve 18 designated user fee airports with a staffing level of 30 full-time equivalent positions.

U.S. MINT

SALARIES AND EXPENSES

Appropriations, 1990	$50,051,000
Budget estimate, 1991	51,429,000
House allowance	51,429,000
Committee recommendation	51,429,000

The Committee recommends an appropriation of $51,429,000 for the salaries and expenses of the U.S. Mint. The Committee recommendation is the same as the House allowance and the President's budget request.

The Mint manufactures coins, receives gold and silver bullion, safeguards the Government's holdings of monetary metals, and re-

fines gold and silver bullion. The manufacture of domestic coins is the major activity of the Mint. Coins are ordered from the Mint by the Federal Reserve Banks in quantities required for the country's business transactions. Thus, the volume of the coinage program is determined by the public need for coins. Funds requested in the fiscal year 1991 budget will permit the production of approximately 17 billion coins in fiscal year 1991. This coinage production level represents a reduction of 1 billion from the amount produced in fiscal year 1990. While the Mint has assured the Committee that the reduction in coin production in fiscal year 1991 will keep pace with demand, the Mint is instructed to provide quarterly reports to the Committee detailing whether or not the production levels throughout the year are, in fact, meeting the demand. Should demand appear to be increasing above anticipated levels, the Committee expects the Mint to reprogram funds from other activities so that it is not faced with a situation where coin volumes reach a dangerously low level.

The Committee has provided the additional $354,000 requested by the President in the Mint's budget for personnel compensation to cover the full increased costs of the 1991 cost-of-living adjustment and the executive service and senior executive service pay raises. The Committee expects an identical amount to be taken from coin production activities, as proposed in the President's budget, to offset the increased pay costs.

EXPANSION AND IMPROVEMENTS

Appropriations, 1990	
Budget estimate, 1991	$550,000
House allowance	550,000
Committee recommendation	550,000

The Committee recommends an appropriation of $550,000 in fiscal year 1991 for expansion and improvements. This amount is the same as the budget request and the House allowance.

The "Expansion and improvements" account includes funds for U.S. Mint facility improvement activities. In fiscal year 1989 a contract was awarded by the Mint to automate its coin production operations at the Denver Mint facility. That contract will provide automated delivery of nickel, dime, and quarter blanks to coining presses. In fiscal year 1991 the Mint will continue work on this automation project by awarding an architectural and engineering design contract to complete the design phase of the automation activities at the Denver Mint. Also, the fiscal year 1991 funds will be used to begin the architectural and engineering design of an automated handling system for the Philadelphia facility. The Committee notes that future funding is required to complete both projects.

Bureau of Engraving and Printing

The Bureau of Engraving and Printing, the world's largest securities manufacturing establishment, operates on the basis of authority conferred upon the Secretary of the Treasury by 31 U.S.C. 321(a)(4) to engrave and print currency and security documents. Additional authority is derived from past appropriations made to

the Bureau for work to be undertaken. The operations of the Bureau are currently financed by means of a revolving fund established in accordance with the provisions of Public Law 81-656, August 4, 1950 (31 U.S.C. 5142). This fund is reimbursed by other Government agencies for the direct and indirect cost of the Bureau, including its administrative expenses, incidental to performing the work or services requisitioned.

Public Law 95-81, July 31, 1977 (31 U.S.C. 5142(c)(3)) increased the Bureau's fund, and additionally authorized the establishment of reimbursement prices from customer agencies at a level intended to provide funding for the acquisition of capital equipment and future working capital. This should preclude future requests for appropriations.

The Bureau designs, manufactures, and supplies most of the major evidences of a financial character issued by the United States. It is the sole source of U.S. currency, various public debt instruments, as well as most other evidences of a financial character issued by the United States, such as postage stamps. The Bureau executes certain printings for various territories administered by the United States, particularly postage and revenue stamps. It conducts extensive research and development programs for improving the quality of products, reducing manufacturing costs, and for strengthening deterrents to the counterfeiting of Government securities. It manufactures inks and plates used for its products; purchases materials, supplies, and equipment; provides maintenance services for its buildings and plant machinery and equipment; and stores and delivers its products in accordance with requirements of customer agencies. The Bureau is responsible for the accountability and destruction of its security waste products. The Bureau also renders services to other Government agencies such as security, custodial, and elevator services in areas of one of its buildings occupied by another Treasury bureau.

The total cost of sales and services by the Bureau of Engraving and Printing is estimated to be $267,000,000 in fiscal year 1990 and $295,000,000 in fiscal year 1991.

The budget estimates are determined primarily by two factors: namely, (1) the volume of production of the various items needed to meet the estimated requirements of customer agencies, and (2) the unit cost of manufacturing each type of item produced. The unit cost of production of each item manufactured is developed through a detailed system of cost accounting and adjusted to reflect all known factors which will affect the cost of production during the current and budget years. Such factors include pay rate and material price increases expected to occur during the current year, as well as estimated savings resulting from improvements in production procedures.

No direct appropriation is required to cover the activities of the Bureau.

BUREAU OF THE PUBLIC DEBT

ADMINISTERING THE PUBLIC DEBT

Appropriations, 1990	$193,906,000
Budget estimate, 1991	175,139,000
House allowance	175,139,000
Committee recommendation	175,139,000

The Committee recommends an appropriation of $175,139,000 for the Bureau of the Public Debt. The Committee recommendation is the same as the budget estimate and the same as the House level.

The Bureau of the Public Debt is responsible for administering the laws and regulations pertaining to public debt financing and operations within the framework of policies established by the Secretary of the Treasury. The Bureau's primary concerns are with the issuance, servicing, and retirement of public debt securities, and accounting for the public debt and its related interest cost. It also has a general responsibility for the conduct or direction of transactions in public issues of those Government agencies for which the Treasury acts as agent.

This appropriation currently provides funds for: the direct operating costs of the Bureau of the Public Debt and the U.S. Savings Bonds Division (a separate organizational entity presenting a separate detailed budget submission); the payment of fees at stipulated rates to financial institutions and others; and the payment of postage and registry fees to the U.S. Postal Service for delivering securities.

The Committee has included the additional $830,000 in the Bureau's budget for fiscal year 1991, as requested, to cover the full increased costs of the 1991 cost-of-living adjustment and the executive service and senior executive service pay raises for the Bureau of the Public Debt and Savings Bond Division. The Committee expects the Bureau to reduce funding for travel, contract, equipment, and printing activities by an identical amount in fiscal year 1991 to cover the increased costs of pay.

SAVINGS BOND DIVISION

The mission of the U.S. Savings Bonds Division is to reduce Federal spending by promoting the sale and retention of U.S. savings bonds. In addition to helping the U.S. Government finance its debts in the least expensive and least inflationary way possible, savings bonds provide Americans with an effective, systematic way to save through the payroll savings plan. The program is also intended to create a partnership of direct participation of American business, labor, banking, media, and community groups, as well as to provide the opportunity for all citizens to voluntarily participate in the financing of their Government.

Expected bond sales in fiscal year 1991 are estimated to total $8,900,000,000.

PAYMENT OF GOVERNMENT LOSSES IN SHIPMENT

Appropriations, 1990	
Budget estimate, 1991	
House allowance	
Committee recommendation	$500,000

The Committee recommends an appropriation of $500,000 for payment of Government losses in shipment in fiscal year 1991. This amount is $500,000 more than the budget request and the House allowance.

The Government Losses in Shipment Act (the act) was approved July 8, 1937, to dispense with the necessity for insurance by the Government against loss or damage to valuables in shipment and for other purposes.

While legislation has been proposed to establish a permanent indefinite appropriation for payment of Government losses in shipment, because the legislation has not yet been enacted, the Committee has no choice but to appropriate the funds needed in fiscal year 1991 to cover potential claims against the Government.

INTERNAL REVENUE SERVICE

SUMMARY

The Committee has recommended a total of $5,906,925,000 for the Internal Revenue Service [IRS] in fiscal year 1991. This amount is $228,075,000 less than the total budget estimate for the four accounts which fund the Internal Revenue Service. However, this amount is $405,606,000 over the fiscal year 1990 level for the IRS.

In the past several years, due to pay absorptions, increased health benefit and other unanticipated mandatory program increases, the Internal Revenue Service has had to shift funds from high priority initiatives like taxpayer service and tax enforcement to cover unfunded, mandatory personnel compensation costs. As a result, despite efforts by the Committee to provide the full amount of funding which the IRS required to carry out its enormous workload requirements, the IRS has continued to operate with a significant funding shortfall.

The budgetary constraints facing the Committee make it extraordinarily difficult to make up for the cumulative impact of these funding shortfalls in fiscal year 1991. Nonetheless, the Committee is convinced that the only way to permit the IRS to get its own fiscal house in order and provide the funds needed to fully cover existing mandatory personnel and support costs, is to reduce funding for lower priority IRS initiatives requested in the President's fiscal year 1991 budget. As a result, the Committee has reduced administration initiatives by a total of $259,000,000 and instead has restored funding of $95,000,000 to cover rising labor costs, fund nondiscretionary support costs, provide a long-overdue increase for drug enforcement, and to permit the Service to achieve a sufficient level of taxpayer service in fiscal year 1991.

The Committee has also reduced the information systems request by $60,995,000. This reduction will be taken in automated data processing activities which the Committee believes can be delayed until fiscal year 1992 without adversely affecting fiscal year 1991

program requirements or without postponing tax systems modernization efforts.

At the request of the Committee in fiscal year 1990, the administration has proposed a new account structure for the activities of the Internal Revenue Service. That new account structure, which is displayed in the President's fiscal year 1991 budget request, more properly reflects the functional activities of the Internal Revenue Service at the account level. The Committee believes that the new account structure is far preferable to the previous structure and commends the Department for this change. Since certain activities funded under the old structure have shifted to new accounts beginning in fiscal year 1991, the Committee has provided a comparative display of funding by budget account and activity from fiscal year 1990 to fiscal year 1991.

INTERNAL REVENUE SERVICE—APPROPRIATION SUMMARY

[In thousands of dollars]

Appropriation	1990 appropriation	Committee recommendation
New structure		
Administration and management	120,988	142,279
Processing tax returns and assistance	1,356,497	1,521,595
Tax law enforcement	3,189,525	3,310,119
Information systems	832,752	932,932
Total	[1] 5,499,762	5,906,925
Old structure		
Salaries and expenses	71,123	69,550
Processing tax returns	1,844,938	2,026,032
Examination and appeals	1,982,790	2,125,217
Investigation, collection, and taxpayer service	1,600,911	1,686,126
Total	[1] 5,499,762	5,906,925

[1] $1,577,000 less than the fiscal year 1990 enacted level due to a transfer to the Office of Inspector General.

Below is a revised object classification table for the IRS, which shows the comparison to fiscal year 1990.

INTERNAL REVENUE SERVICE—STANDARD CLASSIFICATION SUMMARY

[In thousands of dollars]

Standard classification	1990 appropriation	1991 Committee recommendation
Personnel compensation (total)	3,336,242	3,486,589
Civilian personnel benefits	682,090	722,374
Benefits to former employees	19,897	18,602
Travel and transportation of persons	133,929	142,288
Transportation of things	32,192	47,784
Rent, communication, utilities, et cetera	720,510	746,331
Printing and reproduction	105,430	154,064
Other services	333,658	409,987
Supplies and materials	43,360	51,420
Equipment	89,136	124,168
Grants, subsidies, and contributions	3,018	3,018

INTERNAL REVENUE SERVICE—STANDARD CLASSIFICATION SUMMARY—Continued

[In thousands of dollars]

Standard classification	1990 appropriation	1991 Committee recommendation
Insurance claims and indemnities	300	300
Total	[1] 5,499,762	5,906,925

[1] $1,577,000 less than the fiscal year 1990 enacted level due to a transfer to the Office of Inspector General.

ADMINISTRATION AND MANAGEMENT

Appropriations, 1990	
Budget estimate, 1991	$136,072,000
House allowance	136,072,000
Committee recommendation	142,279,000

The Committee recommends an appropriation of $142,279,000 for administration and management. The Committee recommendation is $6,207,000 more than the budget request and the House level.

The administration and management appropriation provides funding for policy formulation and executive direction of the Internal Revenue Service, for management services, for the centralized direction of activities which perform independent reviews of operations, and internal audits and internal security investigations critical to protecting the public confidence in the integrity of the Internal Revenue Service. The appropriation consists of three activities: executive direction, management services, and internal audit and internal security.

The executive direction activity is composed of the following national office components: the Commissioner of Internal Revenue, the Senior Deputy Commissioner, Deputy Commissioner (Operations), Deputy Commissioner (Planning and Resources)/Chief Financial Officer, and their immediate offices, including an executive secretariat, public affairs, the Equal Employment Opportunity Program, the taxpayer ombudsman and the staff of Assistant to the Commissioner (Legislative Liaison); the Chief Counsel, Deputy Chief Counsel, and immediate staff; and the immediate Office of the Assistant Commissioner (Inspection).

The Commissioner and Senior Deputy Commissioner establish the policies and objectives of the Internal Revenue Service and direct the IRS's activities toward accomplishment of these objectives. The Deputy Commissioners serve as the Commissioner's principal advisers on policy matters affecting operations, management, and data processing. The Chief Counsel advises and assists the Commissioner on legal matters affecting the IRS's appeals, tax litigation, and ruling programs. The Assistant Commissioner (Inspection) directs internal audit and internal security programs designed to protect IRS integrity.

The management services activity develops and provides service-wide policy for managing the human, logistical, and financial resources needed to fulfill the IRS's tax administration mission in a cost-effective manner. The following programs are included under management services: personnel and training, logistics, planning, budget and accounting, payroll and management information, tax

and operational research and development, administration of regulations governing the practice of representatives before the Internal Revenue Service and the Bureau of Alcohol, Tobacco and Firearms, physical security, and design, printing, and distribution of tax forms and instructions.

The internal audit and internal security activity provides the internal audit and security investigations to ensure public confidence in the integrity of the IRS. The Assistant Commissioner for Inspection has direct line authority over both the internal audit and internal security divisions in the national office and the seven regional inspectors who direct the activities of auditors and investigators in IRS regions, service centers, and major district offices. The specific functions of each IRS inspection activity are the conduct of independent reviews of programs at the national, regional, and local levels to ensure that laws and regulations are being followed, that management controls are in place to prevent abuse and to protect agency funds and tax revenues and that appropriated funds are spent as authorized. Internal security conducts background investigations on employees; conducts criminal investigations on allegations of fraud, extortion, drug abuse, bribery, and assault; and conducts integrity investigations to probe high risk areas of service operations.

The Committee has provided an increase of $6,207,000 for mandatory pay and nondiscretionary labor support costs in fiscal year 1991.

IRS EMPLOYEE HARASSMENT STATISTICS

The Committee is aware that there is an increasingly higher number of threats, assaults, and incidents of harassment affecting employees of the Internal Revenue Service which undermine employee morale and employee productivity. It is important that IRS attain high operational efficiency and that employee productivity not be adversely affected by incidents extraneous to the Service.

The Committee believes that IRS employee safety programs must be responsive to the needs of the IRS work force, as evidenced by the number of threats, assaults, and incidents of harassment.

To ensure that adequate steps are being taken to protect IRS employees, the IRS shall submit to the Committee a comprehensive list of all threats, assaults, and incidents of harassment, as reported to the Inspection Division of the IRS for calendar year 1990, on or before February 15, 1991. Furthermore, the IRS is directed to list and provide a brief description of the safety programs the Service has in place to address employee safety problems by February 15, 1991.

Furthermore, the IRS is directed to provide annual updates on each subsequent February 15 concerning the number of threats, assaults, and incidents of harassment, as reported to the Inspection Division of the IRS, for the preceding calendar year. The IRS shall also furnish descriptions of any changes in safety programs which occurred as a result.

PROCESSING TAX RETURNS AND ASSISTANCE

Appropriations, 1990	
Budget estimate, 1991	$1,444,517,000
House allowance	1,444,517,000
Committee recommendation	1,521,595,000

The Committee recommends an appropriation of $1,521,595,000 for processing tax returns and assistance. This amount is $77,078,000 more than the fiscal year 1991 request and the House allowance.

The processing tax returns and assistance appropriation provides funding for returns processing and revenue accounting, statistics of income and taxpayer service.

The returns processing and revenue accounting activity provides resources to process tax returns, account for tax revenues, issue refunds and notices, and process information returns for the Document Matching Program. Processing performed by this activity is basic for tax administration and provides necessary input to almost all other IRS programs. Funding is contained in this activity for the National Computer Center, the 10 IRS service centers, and for preparation of required statistical information on income and other aspects of the tax system. This activity includes the Office of the Assistant Commissioner (returns and information processing), the Returns Processing and Accounting Division in the national office, and the counterpart assistant regional commissioners in the seven regional offices.

The statistics of income activity publishes statistics of income reports on the operation of income tax laws, as required by the Internal Revenue Code for the Congress and its committees; for administrative use by the Secretary of the Treasury and the Commissioner of Internal Revenue; and for the Federal benchmark statistical programs on income, wealth, and finance.

The taxpayer service activity provides information and assistance to taxpayers to help them comply with the tax laws. Funded are personnel in the district offices who have direct contact with taxpayers, along with managerial and program development staff in the national office and in regional offices.

The Committee has provided increased funding of $77,078,000 for mandatory pay and nondiscretionary labor support costs in fiscal year 1991.

STATISTICS OF INCOME

The Committee has provided $20,148,000 and 544 full-time positions for the statistics in income activity in fiscal year 1991. This amount represents an increase of $900,000 over the fiscal year 1990 level.

TAX COUNSELING FOR THE ELDERLY

The Committee once again believes that the Tax Counseling Program for the Elderly has proven to be most successful. To meet the goals of this program, $3,000,000 is included within the aggregate amount recommended by the Committee for investigation, collection, and taxpayer service in fiscal year 1991. This amount does not

include administrative expenses. The IRS is directed to cover administrative expenses within existing funds.

TAX LAW ENFORCEMENT

Appropriations, 1990	
Budget estimate, 1991	$3,560,484,000
House allowance	3,560,484,000
Committee recommendation	3,310,119,000

The Committee recommends an appropriation of $3,310,119,000 for tax law enforcement activities in fiscal year 1991, which is $250,365,000 below the budget estimate and the House total.

The tax law enforcement appropriation provides funding for seven activities: examination, appeals, tax litigation and technical, employee plans and exempt organizations, international, tax fraud and financial investigation, collection and document matching.

The examination activity is the Service's primary program for determining taxpayers' correct income and tax liability. To do this, the Service examines taxpayers' books and records to verify reported income and deductions, uncover unreported income, and validate exemptions and credits. This activity includes: the Office of the Assistant Commissioner (examination) at the national office, the offices of the assistant regional commissioners (examination), and examination personnel in district offices and service centers.

The appeals, tax litigation, and technical activity, under the Office of the Chief Counsel, is primarily involved with those cases in which taxpayers disagree with examination results. The appeals function provides an independent administrative review with the objective of reaching impartial settlement. Appeals activities are performed in 7 regional directors of appeals offices and 44 other appeals offices under the functional direction of the national office Appeals Division within the Office of the Chief Counsel. For those cases that cannot be resolved through the appeals process, the tax litigation function represents the Service. Tax litigation activities are performed in 7 regional counsel offices and 53 district counsel offices under the functional direction of the national office Tax Litigation Division within the Office of the Chief Counsel. Technical prepares and reviews proposed legislation and regulations, interprets tax statutes, and provides general legal advice within the Internal Revenue Service.

The tax fraud and financial investigations activity is responsible for investigating criminal violation of the Internal Revenue laws. This activity includes: the Office of the Assistant Commissioner (criminal investigation) at the national office, the offices of the assistant regional commissioners (criminal investigation), and enforcement personnel in district offices and service centers.

The collection activity provides for collecting unpaid accounts, as well as securing unfiled tax returns and payments. Collection personnel in district offices and service centers are funded under this activity, as are managerial and program formulation personnel in the national office and in regional offices.

The enforcement litigation and technical activity provides legal support for the tax fraud and collection functions, prepares and reviews proposed legislation and regulations, interprets tax statutes,

and provides general legal advice within the Service. Legal and support staff in this activity are in district and regional offices and in the national office.

The employee plans and exempt organizations activity is responsible for maintaining compliance with certain tax laws by monitoring employee pension plans, by determining the qualifications of organizations seeking tax-exempt status, and by examining the returns of exempt organizations. The employee plans function is mainly staffed at seven key districts and several associate districts with managerial and program development staff in regional offices and at the national office. The exempt organizations function, which monitors organizations exempt from Federal income tax, funds auditors in district offices along with managerial and program development staff in regional offices and at the national office. Functional supervision for both programs is provided by the Assistant Regional Commissioner (examination) in each region and by the Assistant Commissioner (EP/EO) in the national office.

The international activity is responsible for directing IRS enforcement and assistance programs as they relate to U.S. taxpayers performing business or residing outside the continental United States and nonresident aliens with U.S. tax obligations.

This activity also provides technical tax training and administrative assistance to foreign governments and provides compliance and taxpayer service support to Puerto Rico, the Virgin Islands, and certain Pacific island jurisdictions.

In conjunction with the Assistant Commissioner, International, the International Counsel identifies and resolves international tax issues, provides timely guidance to field offices through program assistance, as well as taxpayers and tax practitioners through the rulings and regulations program.

The document matching activity matches information returns such as wage, dividend, and interest statements with related individual income tax returns. This activity enables the IRS to identify income reporting discrepancies, unsubstantiated deductions, the nonfiling of tax returns, and to verify facts and amounts in question through taxpayer contact.

Of the amount provided, the Committee expects the Service to expend a total of $77,000,000 for 1,845 full-time equivalent positions to support increased drug-related investigative activities in fiscal year 1991. The Committee notes that $3,059,000 will be provided to the IRS in fiscal year 1991 from the Office of National Drug Control Policy's special forfeiture fund.

The Committee has reduced funding by $250,365,000 to fund increased pay and nondiscretionary labor support costs in this and other IRS accounts.

ENHANCED ENFORCEMENT AUTHORITY

The Committee has included a general provision in the bill to allow the Internal Revenue Service [IRS] to hire outside experts through sole source procurement. This provision would provide the IRS with increased enforcement abilities, including those under section 482 of the Internal Revenue Code [IRC].

Increasing evidence has pointed to the possibility that multinational companies doing business in the United States are improperly shifting income to foreign jurisdictions through practices such as transfer pricing and earnings stripping, thereby understating their U.S. income tax liability. Enforcement against such practices is authorized in section 482 of the IRC.

Section 482 authorizes the Secretary of the Treasury to redetermine income that is properly U.S. income when it appears that improper shifting of income has occurred. In a letter from IRS Commissioner Goldberg to Senator Alfonse D'Amato dated July 24, 1990, the Commissioner outlined a number of steps that should be taken to address compliance by multinational companies doing business in the United States.

One of those steps was for Congress to "permit sole source procurement of outside experts to support IRS examination and litigation efforts. This may not sound like much, but it is probably the most important single step that Congress could take in helping us to improve our large case program and enforce the law against foreign controlled corporations." While the IRS cannot yet estimate the magnitude of the problem, they believe the shortfall to the U.S. Government is substantial. Though there are no easy solutions, the provision recommended by the Committee attempts to increase IRS's enforcement capabilities to attack this problem.

INTERNATIONAL ENFORCEMENT: UNDERPAYMENT OF U.S. TAXES

The Committee directs the Internal Revenue Service to report, by April 30, 1991, on enforcement and compliance issues relative to international tax issues. The Committee would like the report to include an outline of the current problems, what the Internal Revenue Service is doing to address those problems, what additional steps need to be taken by the Service, and what additional resources, if any, are needed. The Committee is aware that the General Accounting Office [GAO] and the Joint Tax Committee [JTC] are expected to report on the enforcement and compliance problems this fall. The Committee asks the Internal Revenue Service to take into account the findings of GAO/JTC in developing its report.

ROLE OF IRS EXAMINATIONS IN COMBATING MONEY LAUNDERING

The Committee is concerned about the insufficient collection of data by the IRS from examination audits which may result in the detection of illegal money laundering activities. Therefore, the Committee is requesting that the Service provide semiannual reports to the Committee which describe the efforts made by IRS examiners to enforce the Bank Secrecy Act (title 31, U.S.C.) and the Money Laundering Control Act of 1986 and the Money Laundering Prosecution Improvements Act of 1988 (title 18, U.S.C.). These reports shall be submitted to the Committee no later than March 1, 1991, and August 1, 1991, respectively. These reports shall include the following information, nationwide and by city: the number of IRS examiners assigned to drug enforcement and money laundering task forces; the number of audits conducted by IRS examiners for compliance with the Bank Secrecy Act and money laundering

provisions of title 18 in each of the fiscal years 1990 and 1991; the number of such audits conducted by type of institution audited; the number of such audits resulting in referrals for further, and possible criminal investigation made by IRS examiners in each of the fiscal years 1990 and 1991 under the Bank Secrecy Act and the money laundering provisions of title 18 to the IRS Criminal Investigations Division and to the Office of Enforcement within the Department of the Treasury; the number of such referrals which involved a recommendation to seek penalties against financial institutions and/or their officers for violations of the Bank Secrecy Act and the money laundering provisions of title 18; and for each such referral, a description of IRS's system for continuing to track such information in the future.

INFORMATION SYSTEMS

Appropriations, 1990	
Budget estimate, 1991	$993,927,000
House allowance	993,927,000
Committee recommendation	932,932,000

The Committee recommends an appropriation of $932,932,000 for information systems activities in fiscal year 1991. The Committee recommendation is $60,995,000 below the budget request and the House allowance.

The information systems appropriation provides funding for four activities: processing and services, compliance and enforcement, program support, and tax systems modernization.

The processing and services activity provides automation support for the processing of tax and information returns, issuing refunds and notices and accounting for tax revenue. It also provides automation support for assisting taxpayers in meeting their tax obligations.

The compliance and enforcement activity provides automation support for systems involved in directing IRS compliance and enforcement programs, including: examination of tax returns, collecting unpaid tax accounts, securing delinquent returns, investigating tax fraud, resolving tax disputes, and determining the tax liability status or exemption of organizations.

The program support activity provides automation support for all IRS programs of an administrative nature, including management and financial information, logistics, payroll and personnel, and the automation of internal audit and security.

The tax systems modernization activity provides for the major redesign and acquisition of the basic information system infrastructure to achieve a fully integrated framework for tax administration operations. This includes implementing the design and development of a redesigned tax administration system, developing target architecture, replacing equipment at the Service's two corporate sites with compatible hardware and software, acquiring service center support systems to house redesigned and existing functions currently performed in the service centers, and other major redesign activities. Modernization of the Federal tax administration is critical to the long term well-being of the Nation's tax collection program. Once completed it will increase revenues, make the

system more efficient, and improve services to the taxpayer and enhance taxpayer compliance and confidence.

The Committee strongly supports the Service's total information systems efforts, and particularly its critical initiatives designed to modernize outmoded tax systems. The allowance fully funds tax systems modernization at levels required to continue this high-priority initiative into fiscal year 1991. Some small reductions have been taken against other information systems projects which can be accommodated without delaying the momentum and direction of these badly needed improvements to IRS systems. Any modifications necessary to the levels included can be achieved through use of transfer authority provided in the appropriation act, with prior Committee approval.

The Committee has reduced funding by $60,995,000 in automated data processing activities to support mandatory pay and other nondiscretionary labor support costs in this and other IRS accounts. This reduction shall not be taken in any activities which support the tax systems modernization initiatives.

IRS—ADMINISTRATIVE PROVISIONS

The Committee has recommended approval of two administrative provisions for the Internal Revenue Service.

First, the Committee has concurred with the administration's request to include a provision which authorizes IRS to transfer up to 4 percent of any appropriation made available to the agency in fiscal year 1991, to any other IRS account, with the advance approval of the House and Senate Committees on Appropriations. Second, the Committee has recommended that up to 15 percent, or $15,000,000, whichever is greater, of any appropriation made available to the IRS next fiscal year be available for the Service's document matching program. This is an important element of the agency's overall tax enforcement responsibilities.

U.S. Secret Service

SALARIES AND EXPENSES

Appropriations, 1990	$366,262,000
Budget estimate, 1991	397,640,000
House allowance	397,640,000
Committee recommendation	412,740,000

The Committee recommends the appropriation of $412,740,000 for the U.S. Secret Service in fiscal year 1991. This amount is $15,100,000 above the budget estimate and the House allowance.

SECRET SERVICE FUNCTIONS

Investigations, protection, and uniformed activities.—The Service must provide for the protection of the President of the United States, members of his immediate family, the President-elect, the Vice President, or other officer next in the order of succession to the Office of the President, and the Vice President-elect, and the members of their immediate families unless the members decline such protection; protection of the person of a visiting head and ac-

companying spouse of a foreign state or foreign government and, at the direction of the President, other distinguished foreign visitors to the United States and official representatives of the United States performing special missions abroad; the protection of the person of a former President and his spouse during their lifetime, the protection of the person of a spouse of a former President until their death or remarriage, and minor children of a former President until they reach 16 years of age, unless such protection is declined. The Service is also responsible for the detection and arrest of persons engaged in counterfeiting, forging, or altering of any of the obligations or other securities of the United States and foreign governments; the investigation of thefts and frauds relating to Treasury electronic fund transfers; fraudulent use of debit and credit cards; fraud and related activity in connection with Government identification documents; computer fraud; food coupon fraud; and the investigation of personnel, tort claims, and other criminal and noncriminal cases.

The Secret Service Uniformed Division protects the Executive Residence and grounds in the District of Columbia; any building in which White House offices are located; the President and members of his immediate family; the temporary official residence and grounds of the Vice President in the District of Columbia; the Vice President and members of his immediate family; foreign diplomatic missions located in the Washington metropolitan area; the Treasury Building, its annex and grounds; and such other areas as the President may direct on a case-by-case basis.

Other security programs.—This activity maintains control of all no-year funding required for the Secret Service in order to complete projects which encompass more than 1 fiscal year.

FUNDING PRIORITIES

The Committee has included an additional $15,100,000 in the Secret Service budget for fiscal year 1991 to fully fund the increased 1991 pay costs as well as the increased costs due to administratively uncontrollable overtime [AUO] and allow the Service to implement long overdue congressional initiatives. The Committee is concerned that cumulative pay and other absorptions have forced the agency to forego initiatives designed to achieve base levels sufficient to support equipment and vehicle replacement, radio upgrades, and scheduled overtime costs for its agents. Funding requested by the administration in fiscal year 1991 for initiatives funded but not implemented in previous fiscal years due to absorptions and sequestration, once again will not be implemented in fiscal year 1991 under the President's budget because of continuing pay absorptions. As a result, the Committee is providing increased funding in fiscal year 1991 which will permit the Service to fund sufficient levels for permanent change of station moves (+$4,483,000) and scheduled overtime expenses (+$2,000,000), without further eroding base program support for these and other high-priority requirements, or lapsing newly authorized positions. By doing so, the Committee is recommending that certain automated data processing (−$875,000), communications enhancements (−$700,000), maintenance initiatives for the James J. Rowley

Training Center (−$352,000) and the installation of a paint booth (−$50,000), requested in fiscal year 1991 be deferred to future fiscal years. Although the Committee recognizes the merit of all of the programmatic initiatives requested by the Service in fiscal year 1991, in order to permit the Service to carry out its protective responsibilities to the President and Presidential candidate nominees, the Committee has no other choice but to deny funding for lower priority initiatives.

The level of funding provided by the Committee in fiscal year 1991 will meet the administration's requested levels for protective responsibilities, including the Candidate Nominee Program, technical security projects, armored and investigative vehicle replacement, and the long overdue project to renovate the command post at the Vice President's residence.

In addition, the Committee has provided $1,600,000 to support specialized space renovations at the Service's New York field office in fiscal year 1991. The remaining $1,600,000 to cover the standard repairs and alterations to the building has been included in the GSA's Federal buildings fund for fiscal year 1991.

Finally, an additional $91,000 has been made available to the Secret Service in fiscal year 1991, by transfer, from the Office of National Drug Control Policy's special forfeiture fund. This additional amount is being provided to cover the drug-related portion of the Service's increased pay and administratively uncontrollable overtime costs in fiscal year 1991.

The following object classification table reflects the Committee's funding activities:

REVISED FISCAL YEAR 1991 BUDGET

[In thousands of dollars]

Object class	Fiscal year 1991 President's budget	Additional $15,191	Revised fiscal year 1991
Permanent positions	172,572	3,835	176,407
Other than full-time permanent positions	500	.....	500
Other personnel compensation	27,910	8,150	36,060
Benefits	40,725	1,684	42,409
Travel and transportation of persons	33,211	.....	33,211
Transportation of things	1,756	15	1,771
Rental payments to GSA	28,126	381	28,507
Rental payments to others	1,806	30	1,836
Communications, utilities, and other	19,710	259	19,969
Printing and reproduction	763	15	778
Other services	32,395	426	32,821
Supplies and materials	8,010	107	8,117
Equipment	26,442	289	26,731
Land and structures	3,669	.....	3,669
Insurance claims and indemnities	45	.....	45
Total budget authority	397,640	15,191	412,831

DEPARTMENT OF THE TREASURY

General Provisions

The Committee recommends that certain general provisions included in the House bill, which have been carried in previous appropriations acts, be again included in the Senate bill without change. The provisions do the following:

Section 101 authorizes certain basic services within the Treasury Department in fiscal year 1991, including purchase of uniforms; maintenance, repairs, and cleaning; purchase of insurance for official motor vehicles operated in foreign countries; and contracts with the Department of State for health and medical services to employees and their dependents serving in foreign countries.

Section 102 establishes certain codes of conduct for employees of the Internal Revenue Service in carrying out their tax collection duties.

The Committee has modified the following provision included in the House-passed bill:

Section 103 authorizes the transfer of up to 2 percent of any appropriations for Treasury between such appropriations, subject to advance approval by the Committees on Appropriations of the House and Senate.

The Committee has recommended deletion of the House-passed provision relating to the Financial Management Service. This provision is permanent law and it does not need to be repeated.

TITLE II—U.S. POSTAL SERVICE

PAYMENT TO THE POSTAL SERVICE FUND

Appropriations, 1990	$453,425,000
Budget estimate, 1991	484,592,000
House allowance	484,592,000
Committee recommendation	470,592,000

The Committee has recommended an appropriation of $470,592,000 in fiscal year 1991 for payment to the Postal Service fund. This amount is $14,000,000 below the budget request of the U.S. Postal Service and the House allowance.

The Committee notes that the President's budget request was predicated on the enactment of legislation which would eliminate all subsidized mailings except for free mail for the blind and overseas absentee voters.

While the Committee continues to support the subsidization of what it considers to be legitimate mailings for the benefit of nonprofit making entities under the provisions of the Postal Reform Act, nonetheless, the Committee shares concerns about what it considers to be abuses in the revenue forgone program which place the use of subsidies for legitimate mailings in jeopardy. One recognized abuse is the use of the nonprofit mailer to solicit memberships in so-called affinity credit cards. Affinity credit cards are credit cards issued by for-profit banks that bear the logo of sponsoring organizations. Sponsoring organizations are typically college and university alumni associations, labor unions, philanthropic, fraternal, religious, and veterans' groups. Most of these organizations have received specific USPS authorization to mail eligible matter at the special bulk rates. Affinity credit card solicitations provide a significant financial benefit to for-profit organizations but it is the Committee's belief that these solicitations should not be made with the use of the nonprofit mailer permit. As a result, the Committee has included a general provision in the bill which prohibits the use of the preferred mailer for affinity credit card solicitation purposes. The Postal Service estimates that the savings from this prohibition would be approximately $4,000,000 in fiscal year 1991.

The following table reflects the effect on subsidized mail rates of the President's budget estimate and the appropriation levels discussed by the Committee:

PRELIMINARY PREFERRED PRICE LEVELS—FISCAL YEAR 1991 ILLUSTRATIVE EXAMPLES [1]

Class of service	At current rates in cents	
	Preferred rates (step 16)	Commercial rates (approximate)
Second-class publications:		
In-county	6.1	11.2
Nonprofit	9.7	12.6
Classroom	13.5	17.6
Science of agriculture	12.4	13.0
Third-class nonprofit:		
Carrier route presort	5.3	10.1
Presorted to five digits	7.1	12.7
Required presort	7.9	16.2
Fourth-class library rate	87.0	125.0

[1] See illustrative examples below.

DESCRIPTION OF ILLUSTRATIVE PREFERRED RATE EXAMPLES

SECOND-CLASS PUBLICATION

In county:
- Rural newspaper:
  - Frequency: Weekly
  - Weight: 5 ounces
  - Advertising: 45 percent
  - All delivered in county
  - Presorted to carrier route
  - Entered at delivery office

Nonprofit:
- Veterans' magazine:
  - Frequency: Monthly
  - Weight: 4 ounces
  - Advertising: 20 percent
  - New York to Pittsburgh
  - Presorted to five digits

Classroom:
- Classroom publications:
  - Frequency: Weekly
  - Weight: 10 ounces
  - Advertising: 15 percent
  - New York to Chicago
  - Thirty-two copies per piece
  - Presorted to five digits

Science of agriculture:
- Rural agricultural newspaper:
  - Frequency: Weekly
  - Weight: 4 ounces
  - Advertising: 50 percent
  - Within 150 miles of entry
  - Presorted to five digits
  - Entered at destination SCF

THIRD-CLASS NONPROFIT

Fundraising letter:
- Weight: ¾ ounces
- Nationwide distribution
- Carrier route presort—Entered at destination BMC
- Presorted to five digits—ZIP + 4 coded
- Required presort—ZIP + 4 coded

FOURTH-CLASS LIBRARY RATE

Book between libraries:
- Weight: 2 pounds
- New York to Chicago

POSTAL RATE COMMISSION STUDY: ELIGIBILITY REQUIREMENTS

The Committee continues to be concerned about the growing number of abuses in the revenue foregone program. In order to determine the extent to which subsidized mail is currently being used for purposes not originally intended by the Congress, the Committee requests the Postal Rate Commission to complete an assessment of the types and number of mailings which advertise or promote the sale of, recommend the purchase of, or announce the availability of any article, product, service, insurance, or travel arrangements. The Committee further requests the Postal Rate Commission to develop recommendations for curbing these and other abuses of the reduced rate mailing privileges and report to the Committee by no later than June 30, 1991.

PUBLIC SERVICE SUBSIDY

The Committee notes that the Postal Service requested no funds for public service costs specified in the Postal Reorganization Act of 1970. Appropriations for public service costs were initially author-

ized by Congress in the act of 1970 to provide for "a maximum degree of effective and regular postal services nationwide, in communities where post offices may not be deemed self-sustaining, as elsewhere." The Committee has not provided any funding to cover these public service costs in fiscal year 1991. However, the Committee has concurred with the House by including provisions in the bill that would: assure that mail for overseas voting and mail for the blind shall continue to be free; that 6-day delivery and rural delivery of mail shall continue at the 1983 level; and that none of the funds provided be used to consolidate or close small rural and other small post offices in fiscal year 1991. These are services that must be maintained. The Committee believes that, despite the lack of public service appropriations, these critical postal services are the linchpin of services that the public deserves and expects.

NONFUNDED LIABILITIES OF FORMER POST OFFICE DEPARTMENT

Appropriations, 1990	$36,425,000
Budget estimate, 1991	38,142,000
House allowance	38,142,000
Committee recommendation	38,142,000

The Committee recommends an appropriation of $38,142,000 for nonfunded liabilities of the former Post Office Department. This amount is the same as the budget estimate and the House allowance.

Pursuant to 39 U.S.C. 2004, an annual appropriation is required to provide compensation to postal employees for injuries which occurred prior to July 1, 1971, while employed by the Post Office Department. The Postal Service share of the costs for compensation payments billed to it by the Department of Labor in the latest fiscal year is $36,942,000. All Federal agencies meet their responsibilities, as required by Public Law 93-416, by reimbursing the Labor Department the appropriate amounts. Requiring all agencies to budget for workers compensation costs focuses their attention on promoting safer and healthier workplaces for their employees and helps assure that they effectively manage their claims to get people back to work as quickly as possible.

STATE OF GEORGIA POSTAL FACILITIES

The Committee is concerned about the growing need for new postal facilities in the State of Georgia. Requests are pending before the Postal Service for new facilities in the communities of Ellijay, Baxley, and East Dublin. Because of the urgent nature of the postal requirements in these areas, the Committee directs the Postal Service to expedite consideration of these facility requests.

PARKERSBURG, WV, POST OFFICE

The Committee strongly recommends that the U.S. Postal Service maintain the outgoing mail processing operations in the Parkersburg Post Office, WV, in the same manner and to the same extent as such operations were in effect on July 1, 1989. In the interim, the U.S. General Accounting Office shall examine the pro-

posed transfer of outgoing mail processing operations in Parkersburg.

LAKE HAVASU CITY, AZ, AREA MAIL PROCESSING

The Committee is aware that in an effort to reduce costs and streamline the processing of mail, the Postal Service has initiated a new procedure requiring mail sent from Lake Havasu City, AZ, to be processed in an area mail handling facility located in Las Vegas, NV. While the Committee commends the Service for undertaking measures to reduce costs and make the processing of mail more economical to postal customers, the Committee is concerned that mail being sent from communities like Lake Havasu City, AZ, are canceled in Las Vegas, NV, with a postmark carrying a Las Vegas, NV, stamp.

The Committee sees no good reason why mail sent from Lake Havasu City should be receiving a Las Vegas, NV, cancellation. The Committee is pleased that the Postal Service has taken recent action which would reverse this practice. The Committee directs the Postal Service to ensure that Lake Havasu City, AZ, mail continues to be canceled in Lake Havasu City, AZ, during fiscal year 1991.

CITY OF RIO RANCHO, NM, POSTAL FACILITY

The city of Rio Rancho, NM, located outside the Albuquerque city limits, has experienced a considerable increase in population in recent years and there is every indication that this growth will continue. In light of this fact, the Committee requests that the Postal Service study the feasibility of establishing a separate postal facility to serve the Rio Rancho community and to report back its findings to the Committee by February 1, 1990.

INTERMEDIATE ROUTES IN SMALL RURAL POST OFFICES

The Committee is aware of the Postal Service's actions removing responsibility for certain intermediate routes in Kentucky, West Virginia, and other States from small rural post offices. The Committee is concerned that the postal managers in various regions may view this process as a way to reduce costs by encouraging postmaster retirements with service adversely affected. The Committee is aware that a moratorium on these reassignments was issued in Kentucky in February 1990, and believes that action was appropriate given concerns expressed in that area about possible service reductions. Should there be further instances involving reassignment of intermediate routes, the Committee expects Postal Service headquarters to approve such reassignments to ensure that service will not suffer as a result of those reassignments. Furthermore the Committee expects the Postal Service to continue to make every effort to ensure that postal customers served by highway contract routes receive service equivalent to that received by customers served by regular postal employees.

STATE OF ARIZONA POSTAL INSPECTORS

The Committee is aware of the U.S. Postal Inspector's request for additional inspectors in Arizona. These inspectors are needed to aid in the Nation's war on drugs. Currently, there is only one special inspector responsible for narcotic investigations in the entire Southwest border high intensity drug trafficking region. Because of the large amount of drug traffickers in this area, the Committee strongly encourages the Postal Service to hire an additional permanent postal inspector in the Tucson Office.

Currently, there is only one permanent postal inspector in Tucson. In the past, Tucson has had as many as five postal inspectors. Also, the excessive amount of time Phoenix inspectors spend in Tucson emphasizes the need for an additional inspector. This inspector could not only investigate fraudulent mail cases, he could aid and assist other law enforcement agencies and criminal task forces. The Committee notes that the additional inspector in Tucson should be in addition to the present proposal to increase an inspector position in the Phoenix area.

ARMORY PARK NEIGHBORHOOD, TUCSON, AZ

Over the last few months the Armory Park Historic Zone Advisory Board and the Armory Park Neighborhood Association located in Tucson, AZ, have actively sought the removal of the U.S. Postal Service multiple delivery boxes, known as NDCBU's from historic streetscapes. Many Armory Park homes were built by speculators, in tract fashion, and reveal similar architectural character and detail. Others were what we might now call custom homes. The excellent quality of building materials available when this neighborhood was built, and the level of craftsmanship that was the rule and not the exception, will ensure that the old houses in this and other historic neighborhoods will be standing long after many of the homes of the 1970's, 1980's, and the 1990's have fallen into ruin. That is, if we continue to work to preserve and protect these homes.

Armory Park is a living neighborhood. It is also a record of our past. For these reasons, the Committee strongly recommends that negotiations to reach an agreeable solution to the remaining 29 NDCBU's continue. The Committee cannot emphasize strongly enough the importance of promoting the preservation of historic sites and structures throughout the United States and encourages the Postal Service to work with the community to develop a solution which will preserve the character of the historic Armory Park neighborhood.

FIRST-CLASS MAIL DELIVERY STANDARDS

The Committee is aware that the Postal Service implemented a realignment program on July 30, 1990, which reduced prior mail delivery standards. The lack of timely first-class mail service which will result from this realignment greatly concerns the Committee. The Committee, therefore, directs the Postal Service to suspend the delivery standard realignment and reimplement the former 1-day and 2-day delivery standard for first-class mail until the Postal

Service demonstrates that cost savings will occur and identifies the impact on affected communities.

General Provisions

The Committee has recommended the inclusion of a general provision which prohibits the use of the third-class nonprofit mailer for the advertisement and solicitation of affinity credit cards.

The Committee has also included language in the bill prohibiting the U.S. Postal Service from investigating bombings, other than those which occur on a U.S. Postal facility or are directed at such facilities. This language will resolve a jurisdictional dispute pending between the USPS and the Bureau of Alcohol, Tobacco and Firearms in which the Postal Service asserts that it should have primary investigative jurisdiction in explosives incidents where the explosive device has been delivered by mail.

The Committee believes that to use the method of delivery (in this case, the U.S. mail) as the primary factor in determining the agency with jurisdiction is inappropriate. The making, possession, and use of the device by the bomber constitutes multiple violations under 26 U.S.C. 5861 and potential violations under 18 U.S.C. 844 prior to the single violation under 18 U.S.C. 1716. The primary focus of the bomber's intent is to cause death, injury, or property damage. The delivery system is simply a means to achieve this end.

At a time when there is likelihood of yet another postal rate increase to cover spiraling postal costs, and with the Postal Inspection Service playing a vital role in money laundering and mail fraud cases in which it has primary jurisdiction, it is at variance with common sense for the Postal Service to expend resources investigating bombings in instances where only the most tenuous argument can be made for the Postal Service's involvement in such cases.

Further, while the Committee is satisfied that the Postal Service is well prepared to handle its traditional responsibilities, we have serious reservations about the Service's competence in bombing investigations. Postal Inspectors do not receive proper training in the sophisticated methodology of cause and origin determination and bomb scene search. Further the Postal Service's laboratory personnel lack experience in analyzing explosive residue and debris. The Postal Service has no extensive data base upon which to draw in seeking out suspects on the basis of involvement in previous explosive incidents. Finally, the Postal Service lacks the special equipment, vehicles, investigative tools, and scientific instruments in either the quality or the quantities necessary to mount an effective national explosives investigation program.

Further, inasmuch as ATF already possesses all of the above, it would not be cost effective for the Service to contemplate undertaking the recruiting, training, and procurement that would be necessary to approach parity with ATF.

Therefore, the Committee is convinced that the primary jurisdiction in explosives crimes rests with ATF.

TITLE III—EXECUTIVE OFFICE OF THE PRESIDENT

SUMMARY

The President's fiscal year 1991 budget request for the 13 Executive Office of the President [EOP] accounts funded in this bill totals $329,973,000 which is $59,155,000 above the total fiscal year 1990 appropriations level. These 13 accounts include: Compensation of the President, Office of Administration, the White House Office, the Executive Residence at the White House, the Official Residence of the Vice President, Special Assistance to the President, the Council of Economic Advisors, the Office of Policy Development, the National Security Council, the National Critical Materials Council, the Office of Management and Budget, the Office of Federal Procurement Policy, and the Office of National Drug Control Policy. The only EOP accounts not included in this bill are the Council on Environmental Policy, the Office of Science and Technology Policy, the National Space Council, and the U.S. Trade Representative. For the EOP accounts included in this bill, the Committee recommends a total funding level of $279,676,000 for fiscal year 1991, or $50,297,000 below the total funding level requested by the President. Also included under this title is the "Unanticipated needs" account which provides funds directly to the President.

COMPENSATION OF THE PRESIDENT

Appropriations, 1990	$250,000
Budget estimate, 1991	250,000
House allowance	250,000
Committee recommendation	250,000

The fiscal year 1991 budget request for compensation of the President is $250,000. This amount includes $200,000 for the direct salary of the President as authorized by 3 U.S.C. 102, and a $50,000 expense account for official expenses, with any unused portions reverting to the Treasury. This expense account is not considered as taxable to the President.

The Committee concurs with the House in recommending the full budget request of $250,000 for compensation of the President.

Office of Administration

SALARIES AND EXPENSES

Appropriations, 1990	$18,580,000
Budget estimate, 1991	24,910,000
House allowance	24,910,000
Committee recommendation	25,410,000

The Committee recommends an appropriation of $25,410,000. The Committee recommendation is $500,000 above the budget estimate and the House allowance.

The Office of Administration [OA] was created by Reorganization Plan No. 1 of 1977 and formally established by Executive Order 12028. The purpose of the Office of Administration is to provide common administrative support and services to all agencies within the Executive Office of the President [EOP] and upon request, services in direct support of the President. These EOP agencies include: Council of Economic Advisers; Council on Environmental Quality—including the Office of Environmental Quality Management Fund; Office of Policy Development; National Security Council—President's Foreign Intelligence Advisory Board, President's Intelligence Oversight Board; Office of Administration; Office of Management and Budget; Office of Federal Procurement Policy; Office of Science and Technology Policy; Office of the United States Trade Representative (with a branch office in Geneva, Switzerland); Office of the Vice President; White House Office; National Critical Materials Council; Office of National Drug Policy Control, and the Official Residence of the Vice President.

The Office of Administration is composed of five functional divisions which are: Personnel Management Division; Financial Management Division; Administrative Operations Division; Library and Information Services Division; and the Information Resource Management Division.

The services provided by these divisions are personnel management which includes recruitment, classification, training, and administration of equal employment opportunity programs; financial management, which is responsible for accounting, budget, payroll, travel, and imprest fund; administrative operations, which provide mail and messenger, printing, graphics, document preparation, procurement, and supply services; the library, which gives support for information services including records management along with maintenance of all periodicals, books, and microform; and the Automated Systems Division, which provides all systems development, computer operations, and related support services.

This level of funding will provide an additional 17 full-time permanent positions and fund the acquisition of a replacement mainframe computer and associated software, the expansion of Office of Administration common automated data processing services, as well as other activities.

White House Conference on Indian Education

Public Law 100-297, the Indian Education Act Amendments of 1988, directs the President of the United States to call and conduct

a White House Conference on Indian Education between September 1989 and September 1991 to explore the stated purposes of the act. The total estimated cost to conduct this conference is approximately $1,000,000. Since $500,000 was provided in fiscal year 1990, the Committee has included the remaining $500,000 in the "Office of Administration" account to complete work on the conference in fiscal year 1991. The Committee expects the Office of Administration to provide quarterly reports advising the Committee of the progress being made in carrying out the activities authorized for the conference.

The White House Office

SALARIES AND EXPENSES

Appropriations, 1990	$30,232,000
Budget estimate, 1991	32,799,000
House allowance	32,799,000
Committee recommendation	32,799,000

The Committee recommends an appropriation of $32,799,000 for the White House Office. The Committee recommendation is the same as the budget estimate and the House allowance.

These funds provide the President with staff assistance and provide administrative services for the direct support of the President. This funding level will provide for 338 full-time equivalent positions and allow for the replacement of obsolete equipment. Public Law 95-570 authorized appropriations for the White House Office and codified the activities of the White House Office.

Executive Residence at the White House

OPERATING EXPENSES

Appropriations, 1990	$6,815,000
Budget estimate, 1991	8,495,000
House allowance	8,495,000
Committee recommendation	8,495,000

The Committee recommends an appropriation of $8,495,000 for the Executive Residence at the White House. The Committee recommendation is the same as the budget estimate and the House allowance.

These funds provide for the care, maintenance, repair and alteration, refurnishing, improvement, heating and lighting, including electrical power and fixtures, of the Executive Residence.

The Executive Residence staff provides for the operation of the Executive Residence. A staff of domestic employees accomplish general housekeeping, prepare and serve meals, greet visitors, and provide services as required in support of official and ceremonial functions. A staff of 33 tradespersons, including plumbers, carpenters, painters, on a single shift; electricians on a double shift; and operating engineers on a 24-hour basis, maintains and makes repairs, minor modifications, and improvements to the 132 rooms and the mechanical systems, and provides support for official and ceremonial functions.

A staff of 14 specialized employees provide services necessary to the operation of the White House and official and ceremonial functions. This staff includes four florists, five curators, and five calligraphers.

An administrative staff consists of the chief usher, three assistant ushers, one executive grounds superintendent, two administrative assistants, one chief accountant, and one projectionist. This staff is charged with management and administrative functions of the Executive Residence. This requires coordination with the Executive Office of the President, the National Park Service, the military, the U.S. Secret Service, the General Services Administration, and other agencies.

The equivalent of 4 full-time work-years of extra staff above the ceiling for full-time permanent positions are hired under personal services contract agreements (service by agreement) to provide additional help as required for official and ceremonial functions.

The funding level recommended by the Committee will allow for the extensive renovation of the kitchens, an additional permanent position of fire alarm specialist, an additional permanent maid's position, regular personnel step increases and merit pay raises, overtime and premium pay due to an increase in the number and timing of official ceremonies and functions, and critically needed furniture conservation work within the Executive Residence. In addition, the funding provided in fiscal year 1991 will permit the residence to cover the increased requirements due to the replacement of stonework on the exterior of the residence.

The Committee has recommended the full increased amount of $148,000 necessary to cover the costs of the 1991 cost-of-living adjustment as well as the pay increases for executive service and senior executive service employees at the Executive Residence. Cumulative absorptions due to pay increases and the Gramm-Rudman-Hollings sequester, have required the residence to reduce funding for ongoing program requirements and in fiscal year 1990 these absorptions resulted in a significant reduction in the amount budgeted for the acquisition of supplies and materials. As a consequence, stock items have fallen to critically low levels. The Committee has provided the full amount necessary for the pay raises while denying the requested $71,000 increase for supplies and materials. Information provided to the Committee during the fiscal year 1991 budget hearings indicate that the restoration of funding absorbed by the 1990 pay raise and the sequester, will return the budget for supplies and materials to the base level needed to ensure adequate stock of supplies required to meet the ongoing legitimate needs of activities and functions at the White House.

Official Residence of the Vice President

OPERATING EXPENSES

Appropriations, 1990	$574,000
Budget estimate, 1991	626,000
House allowance	626,000
Committee recommendation	626,000

The Committee recommends an appropriation of $626,000 for the official residence of the Vice President. This amount is the same as the budget estimate and the House allowance.

The "Official residence of the Vice President" account was established by Public Law 93-346 on July 12, 1974. The residence is located on the grounds of the Naval Observatory in the District of Columbia and serves as a facility for official and ceremonial functions and as a home for the Vice President and his family.

The objective of the "Residence" account is to provide for the care of, operation, maintenance, repair, improvement, and alteration of the residence and to provide such appropriate equipment, furnishings, dining facilities, services, and provisions as may be required to enable the Vice President to perform and discharge the duties, functions, and obligations associated with his high office.

The Committee's recommended funding level will provide for repair and maintenance projects within the residence of the Vice President, in keeping with the recommendations of the long-range maintenance study begun in 1988.

Special Assistance to the President

SALARIES AND EXPENSES

Appropriations, 1990	$2,303,000
Budget estimate, 1991	2,587,000
House allowance	2,587,000
Committee recommendation	2,587,000

The Committee recommends an appropriation of $2,587,000 for special assistance to the President. The Committee recommendation is the same as the budget estimate and the House allowance.

The "Special assistance to the President" account was established on September 26, 1970, to enable the Vice President to provide assistance to the President. This assistance takes the form of directed and special presidentially assigned functions. The Vice President, through Cabinet membership and White House contact, is involved on a continuing basis regarding Presidential responsibilities.

Among the Vice President's specifically directed functions are the following: Member of the President's Cabinet, acting as Chairman when the President is absent; statutory member of the National Security Council; Chairman of the Special Situation Group; Chairman of the Presidential Task Force on the Crime Problem in South Florida, including the national narcotics border interdiction system; ex officio member of all Cabinet councils; and Member of the Board of Regents of the Smithsonian Institution.

The objective of the Office of the Vice President is to efficiently and effectively advise, assist, and support the Vice President in the areas of domestic policy, national security affairs, counsel, administration, press, scheduling, advance and special projects and assignments. A staff is also provided for the wife of the Vice President.

The Vice President also has a staff funded by the Senate to assist him in the performance of his duties in the legislative branch.

The level of funding recommended by the Committee will allow for 26 full-time equivalent positions in fiscal year 1991, or an increase of 2 positions above the fiscal year 1990 level.

Council of Economic Advisers

SALARIES AND EXPENSES

Appropriations, 1990	$2,865,000
Budget estimate, 1991	3,064,000
House allowance	3,064,000
Committee recommendation	3,064,000

The Committee recommends an appropriation of $3,064,000 for salaries and expenses of the Council of Economic Advisers. The Committee recommendation is the same as the budget estimate and the House allowance.

The activities of the Council are set forth in the Employment Act of 1946. They include the following: To assist and advise the President in the preparation of the "Economic Report"; to gather and analyze timely information concerning current and prospective economic developments and report regularly to the President on the relationship of these developments to the achievement of maximum employment, production, and purchasing power as prescribed in the act; to appraise and report to the President on the extent to which the various programs and activities of the Federal Government contribute to the carrying out of the purposes of the act; to develop and recommend to the President national economic policies to foster and promote competitive enterprise, to avoid economic fluctuations, and to maintain maximum employment, production, and purchasing power; and to make such studies, reports, and recommendations on Federal economic policy and legislation as the President may request.

In carrying out these duties, the Council consults regularly with other Government agencies and departments, as well as the Congress, and representatives of business, labor, consumers, agriculture, State and local governments, and the economics profession. In addition, the members and staff of the Council are frequently called upon to serve on Cabinet Council working groups in a wide variety of fields.

Included in the Council's staff is a statistical unit which is responsible for the monthly publication "Economic Indicators" and the preparation of the statistical material in the annual "Economic Report of the President," as well as for providing continuous assistance to the Council and professional staff.

The level of funding recommended by the Committee in fiscal year 1991 will allow for a total of 34 full-time equivalent positions, the same level as provided in fiscal year 1990.

Office of Policy Development

SALARIES AND EXPENSES

Appropriations, 1990	$3,075,000
Budget estimate, 1991	3,395,000
House allowance	3,395,000
Committee recommendation	3,395,000

The Committee recommends $3,395,000 for the Office of Policy Development. The Committee recommendation is the same as the budget estimate and the House allowance.

The Office of Policy Development advises and assists the President in the formulation, evaluation, and coordination of long-range economic and domestic policy; supports the operation of the Office of Cabinet Affairs, including the Domestic Policy Council and the Economic Policy Council; and, in accordance with Executive Order No. 12296, supports the President's Economic Policy Advisory Board.

The level of funding recommended by the Committee will allow for a total of 42 full-time equivalent positions in fiscal year 1991, the same level as provided in fiscal year 1990.

National Critical Materials Council

SALARIES AND EXPENSES

Appropriations, 1990	$397,000
Budget estimate, 1991	235,000
House allowance	235,000
Committee recommendation	400,000

The Committee recommends an appropriation of $400,000 to fund the National Critical Materials Council within the Executive Office of the President. The Committee recommendation is $165,000 over the budget estimate and the House allowance.

The National Critical Materials Council was created by the National Critical Materials Act of 1984 with a wide variety of purposes and statutory obligations, including the following responsibilities: To help establish and coordinate Federal materials-related policies, programs, and research and technology activities; to advise the President on materials issues, as appropriate; to review Federal compliance with the 1980 Materials Policy Act; to evaluate critical materials needs, including research and development, of industry and government; and to assess materials-related education, including the supply of materials scientists and engineers, in consultation with the academic community.

The Council has reviewed a wide variety of possible issues to focus on, including the economic health of the domestic mining and minerals processing industries, the adequacy of critical materials availability to meet national security requirements, Federal and private sector research and development activities in the advanced materials area, and the effect on the Nation's economy of trends in the minerals and materials industries. Both the Council and staff have held numerous meetings with Federal agency officials, indus-

try, and academic leaders in both the basic minerals and advanced materials fields, and have testified to Congress on these topics.

The funds provided by the Committee will allow a full-time equivalent staffing level of five in fiscal year 1991, the same level as provided in fiscal year 1990.

National Security Council

SALARIES AND EXPENSES

Appropriations, 1990	$5,335,000
Budget estimate, 1991	5,893,000
House allowance	5,893,000
Committee recommendation	5,893,000

The Committee recommends an appropriation of $5,893,000 for the salaries and expenses of the National Security Council. The Committee recommendation is the same as the budget estimate and the House allowance.

The primary purpose of the Council is to advise the President with respect to the integration of domestic, foreign, and military policies relating to the national security. Subject to direction by the President, it is the responsibility of the Council to assess and appraise the objectives, commitments, and risks of the United States in relation to actual and potential military power, to consider policies on matters of common interest to the departments and agencies of the Government, and to make recommendations and other reports to the President.

The level of funding recommended by the Committee will allow the Council to employ a total of 58 full-time equivalent staff, which is the same level as funded in fiscal year 1990.

The Committee has denied the request for the establishment of a separate representation fund for the National Security Council. The Committee suggests instead that the Council consult with the Office of Administration to determine if the White House representation fund may be used for National Security Council representation purposes.

Office of Management and Budget

SALARIES AND EXPENSES

Appropriations, 1990	$44,317,000
Budget estimate, 1991	49,305,000
House allowance	49,305,000
Committee recommendation	48,343,000

The Committee recommends an appropriation of $48,343,000. The Committee recommendation is $962,000 below the budget estimate and the House allowance.

The Office of Management and Budget [OMB] assists the President in the discharge of his budgetary, management, and other executive responsibilities. The Office performs the function of assisting the President in the preparation and execution of the Federal budget. The Office also provides the President with an institutional staff capability in executive management—particularly in program evaluation and coordination, management reform, regulatory anal-

ysis, Government organization, and information and management systems.

The recommended level of funding in fiscal year 1991 will provide a staffing level of 577 full-time equivalent positions, the same amount as provided in fiscal year 1990. The Committee has reduced the funding level for the Office of Management and Budget by $962,000—an amount which requires OMB to absorb 50 percent of the increased costs of the 1991 pay raises. The Committee believes that OMB should not be exempt from its own policy guidance to all other Federal agencies in fiscal year 1991 which requires absorption of 50 percent of the total increased costs of the 1991 pay raises. The Committee expects the OMB to report how it intends to absorb these costs by no later than January 1, 1991.

MARKETING ORDERS

Marketing orders which are authorized under the Agricultural Marketing Agreement Act of 1937 have made valuable contributions to the stability of many of our agricultural commodity markets. In addition to assuring orderly markets for both producers and consumers, marketing orders have provided for quality control standards, research and promotional programs, and supply management programs.

The Agricultural Marketing Agreement Act of 1937 gave direct supervision and control over the management of marketing orders to the U.S. Department of Agriculture. The Office of Management and Budget has never been given any legislative authority over marketing orders. OMB has attempted to become involved in the management of marketing order programs through the President's task force on regulatory review in recent years. The Committee has included language prohibiting OMB from acting with regard to marketing orders. The purpose of this language is to reaffirm USDA's sole authority in an area where they have developed the necessary expertise and trained personnel over the years to effectively monitor and enforce agricultural marketing order programs.

ALCOHOL AND TOBACCO STATISTICAL DATA

The Committee has again included language which prohibits OMB from curtailing the collection and dissemination of alcohol and tobacco statistical data. The Office of Information and Regulatory Affairs [OIRA] apparently does not share the Committee's concern over the critical need for such data in addressing such problems as alcohol abuse, public health, and industrial safety.

The Committee, however, recognizes the continuing need and directs the Bureau of Alcohol, Tobacco and Firearms [ATF] to continue the monthly collection of alcoholic beverage statistics.

TRANSCRIPT REVIEW

The Committee has included language in the bill that would prohibit OMB from altering certain transcripts.

FEDERAL BUILDINGS PROSPECTUS SUBMISSIONS

The General Services Administration is required by the Public Buildings Act of 1959 to submit to Congress prospectuses containing detailed descriptions and economic justifications for planned public buildings projects expected to cost over a specified dollar amount. These prospectuses are used by the Appropriations and Public Works Committees of the Senate and House to assess the relative merits of each proposal when selecting projects for approval and formulating GSA's budget for the next fiscal year.

Over the last several years, the Office of Management and Budget has often delayed prospectuses prepared by the General Services Administration and ready for transmittal to Congress. This practice by OMB reduces, if not eliminates, the time available for the consideration of prospectuses by the authorizing committees.

Early this year, due to the insistence of the Office of Management and Budget, the administration abandoned an anticipated program to acquire 21 much-needed public buildings by the lease-purchase financing method. Instead, the administration requested that these buildings be built by direct Federal construction. The administration requested funds for six of these projects in a supplemental budget request for fiscal year 1991. However, prospectuses for two of those six projects were still pending at OMB at the end of July, preventing the authorizing or Appropriations committees from timely consideration of the prospectuses.

The Committee directs the Office of Management and Budget to release GSA prospectuses in a more timely fashion. The administration has promised to address our Nation's long-neglected public buildings needs; the Committee expects OMB to act in good faith to keep this commitment.

OFFICE OF FEDERAL PROCUREMENT POLICY

SALARIES AND EXPENSES

Appropriations, 1990	$2,626,000
Budget estimate, 1991	2,914,000
House allowance	2,914,000
Committee recommendation	2,914,000

The Committee recommends an appropriation of $2,914,000 for the Office of Federal Procurement Policy [OFPP]. The Committee recommendation is identical to the budget estimate and the House allowance.

The Office of Federal Procurement Policy is responsible for promoting economy, efficiency, and effectiveness in the procurement of property and services by and for the executive branch.

The Office of Federal Procurement Policy funds the Federal Acquisition Institute to serve as the interagency focal point for promoting and coordinating Government-wide planning, development, implementation, and evaluation of programs in procurement, research, education and training, and career development.

The level of funding recommended by the Committee in fiscal year 1991 will allow a total of 37 full-time equivalent positions for

the Office of Federal Procurement Policy, the same level as in fiscal year 1990.

Office of National Drug Control Policy

SALARIES AND EXPENSES

Appropriations, 1990	$36,949,000
Budget estimate, 1991	66,500,000
House allowance	66,500,000
Committee recommendation	16,500,000

The Committee's recommendation for salaries and expenses of the Office of National Drug Control Policy for fiscal year 1991 is $16,500,000. This amount is $50,000,000 below the budget estimate and the House allowance.

The Office of National Drug Control Policy [ONDCP] was established pursuant to section 1002 of the Anti-Drug Abuse Act of 1988, Public Law 100-690. The Office of National Drug Control Policy is the President's primary executive branch agency for drug policy and program oversight. The law provides for four positions subject to Senate confirmation: a Director; a Deputy Director for Supply Reduction; a Deputy Director for Demand Reduction; and an Associate Director for State and Local Affairs. The Director is charged by law with the formulation, evaluation, coordination, and oversight of both international and domestic antidrug abuse function of all executive branch agencies, and to ensure that such functions sustain and complement State and local antidrug abuse efforts.

Mandated ONDCP activities include the annual development of a national drug control strategy; the coordination and oversight of all Federal antidrug policies and programs covering 36 separate departments and agencies and the programs they administer; the development of a consolidated drug control budget for presentation to the President and the Congress, including budget certifications and quarterly reprogramming reports; the encouragement of the private sector and State and local initiatives for drug prevention and control; recommendations to the President regarding changes in the organization, management, and budgets of Federal departments and agencies engaged in the antidrug effort; representation of the administration's drug policies and proposals to the Congress; the participation by the Director in NSC deliberations and decisions concerning drugs; the production of legislatively mandated studies and reports for submission to the President and the Congress, and the establishment and oversight of numerous legislatively mandated national campaigns and commissions.

In addition to the national drug control strategy, the ONDCP must also develop and present to the President and the Congress a consolidated national drug control budget proposal to implement the strategy. As mandated by law, each report must include a full assessment of the resources required to implement the national drug control strategy, as well as 3-year projections for program and budget priorities. The 1990 drug control budget did not contain the 3-year prospective budget information. The Committee instructs the ONDCP to follow the statutory mandate and include this information in the 1991 budget summary document.

The Committee is concerned that in the preparation of the fiscal year 1991 budgets for Federal drug control agencies, no budget certification activities were undertaken by the Office of National Drug Control Policy. As a result, there was a great deal of confusion over these agencies' abilities to carry out the President's national drug control strategy at the requested funding levels. For fiscal year 1992 the Committee expects the Director of the ONDCP to comply with the statutory directive on the budget certification process.

The funds provided in fiscal year 1991 will support a full-time equivalent staffing level of 115, an increase of 9 over the fiscal year 1990 enacted level.

HIGH-INTENSITY DRUG TRAFFICKING AREAS

In addition to the funds provided for the operations of the Office of National Drug Control Policy, $50,000,000 has been requested in fiscal year 1991 to undertake law enforcement activities in high-intensity drug trafficking areas [HIDTA's]. The Committee has provided $82,000,000 for drug control activities to be undertaken in the five designated HIDTA's from funds available to the Director of the ONDCP in the special forfeiture fund. As a result, the "Salaries and expenses" account has been reduced by $50,000,000 from the President's fiscal year 1991 request.

The Committee notes that in fiscal year 1990, the Director of the ONDCP requested first-year funding for HIDTA's from the special forfeiture fund. Because moneys would not have been available in this fund until the end of the fiscal year, the Congress provided HIDTA funding instead in the "Salaries and expenses" account of the ONDCP. This action was taken in order to make the funds available at the beginning of the fiscal year. The Congress agrees that the HIDTA program is a proper utilization of the funds available in the special forfeiture fund.

SPECIAL FORFEITURE FUND

Appropriations, 1990	$115,000,000
Budget estimate, 1991	128,000,000
House allowance	128,000,000
Committee recommendation	128,000,000

The Committee has recommended authority to spend up to $128,000,000 of special forfeiture fund proceeds in fiscal year 1991. This amount is the same as the budget request and the House allowance.

Section 6073 of the Anti-Drug Abuse Act of 1988, Public Law 100-690, established the special forfeiture fund to be administered by the Director of the Office of National Drug Control Policy. In accordance with that act, beginning in fiscal year 1990, up to $150,000,000 in unobligated balances at the end of each fiscal year in the Department of Justice assets forfeiture fund are to be transferred to the newly established special forfeiture fund within the Treasury of the United States and be made available to the Director of the Office of National Drug Control Policy. These funds may be carried forward and remain available without limitation for the next fiscal year, subject to appropriation. The authorizing act re-

quires that the President, in consultation with the Director of the Office of National Drug Control Policy, include a separate and detailed request for the use of the amounts in the fund as part of the President's budget submission to the Congress. The law also requires that these funds be used for supplementing existing Federal funds rather than supplanting funds otherwise available for drug control activities. Furthermore, funds requested for disbursement from the special forfeiture fund are reflective of the priorities of the national drug control strategy.

In fiscal year 1991, the Committee has included language in the bill which permits the ONDCP to receive quarterly transfers from the Department of Justice assets forfeiture fund. Furthermore, language has been included in the bill which authorizes the ONDCP to transfer funds from the special forfeiture fund to other agencies for antidrug activities.

Of the $128,000,000 the Committee authorizes to be appropriated out of the special forfeiture fund balances in fiscal year 1991, the Committee has provided total funding of $40,016,000 for transfer to Department of Justice and Department of Treasury law enforcement agencies to cover the unfunded drug-related portion of increased pay and administratively uncontrollable overtime costs in fiscal year 1991. The funding provided by the Committee shall be transferred in the following amounts to the following agencies:

SPECIAL FORFEITURE FUND

[Dollars in millions]

	AUO	Pay	Total	FTE's
Department of Justice:				
Federal Bureau of Investigation	$3,600	$948	$4,548	61
Immigration and Naturalization Service	1,661	976	2,637	27
Organized crime drug enforcement task force	4,849	2,092	6,941	60
Total	10,110	4,016	14,126	148
Department of the Treasury:				
U.S. Customs Service	8,604	10,280	18,884	314
Bureau of Alcohol, Tobacco and Firearms	2,995	861	3,856	78
Internal Revenue Service	1,255	1,804	3,059	83
U.S. Secret Service	65	26	91	
Total	12,919	12,971	25,890	475

HIGH-INTENSITY DRUG TRAFFICKING AREAS

Of the remaining $87,980,000 in proceeds available to the Director of the Office of National Drug Control Policy, the Committee has provided $82,000,000 for antidrug activities in designated high-intensity drug trafficking areas [HIDTA's]. This amount is $32,000,000 over the President's fiscal year 1991 request. Five high-intensity drug trafficking areas were designated by the Director of ONDCP in January 1990. These are: New York, Miami, Houston, Los Angeles, and the Southwest border. In allocating these funds, the Committee expects the Director of ONDCP to ensure that the activities receiving these limited additional resources are used

strictly for implementing new drug control strategies contained in each of the five high-intensity plans which take into consideration local conditions and resource needs. The Committee wishes to emphasize that these funds are to supplement existing antidrug resources which are to be targeted to these designated areas. The Committee is concerned that funds made available to the Director of ONDCP in fiscal year 1990 have not been allocated to date and some of those funds may lapse at the end of the fiscal year. With the shortfall in funding for many drug control initiatives in the current fiscal year, the Committee believes that the Director of ONDCP should do a better job of ensuring that the high-intensity funds are obligated and expended by the Federal agencies expected to receive any portion of these funds as effectively and expeditiously as possible.

The Committee is concerned that current guidelines developed by the Office of National Drug Control Policy for the allocation of high-intensity drug trafficking funds do not provide any direct funding to State and local law enforcement agencies in each of the affected areas. Testimony presented during hearings held by the Committee have shown that up to 90 percent of all drug-related arrests in this country are made by State and local law enforcement. The Committee is persuaded that a significant portion of the HIDTA funds should be disbursed to State and local law enforcement agencies in each of the designated areas.

Therefore, to meet the urgent needs of State and local law enforcement, the Committee has added $32,000,000 to the President's requested $50,000,000 for the specific purpose of assisting State and local law enforcement agencies in undertaking activities which are consistent with the adopted HIDTA strategies. In distributing these additional funds, it is the Committee's intent that the Director of ONDCP transfer these funds to the Department of Justice and Department of the Treasury coordinators for each of the designated high-intensity areas. The coordinators should then distribute these funds to State and local law enforcement agencies for implementing drug control activities contained in the strategic HIDTA plans of the individual areas.

By taking this action, it is not the Committee's intent to interfere with the Director of ONDCP's potential plans to distribute additional resource support to State and local law enforcement agencies from the $50,000,000 provided. On the contrary, the Committee hopes that the ONDCP will provide additional funds, over and above the $32,000,000, to support multiagency operational task forces and other drug control activities which include the participation of State and local law enforcement.

The Committee expects the Director of the ONDCP to report to the Committee by no later than June 1, 1991, identifying how these additional funds have been disbursed.

The Committee urges the New York HIDTA coordinator to give favorable consideration to the request for $1,931,250 to fund a New York City Narcotics Eviction Program submitted by the city's five district attorneys as part of the New York High-Intensity Drug Trafficking Area Program. The proposed narcotics eviction program will remove narcotics traffickers from New York's public housing, privately owned residential buildings, and commercial

premises. It will be managed by the five district attorneys and the special narcotics prosecutor, in coordination with the Justice Department through the offices of the U.S. attorneys for the eastern and southern districts of New York.

REMAINING FUNDING ALLOCATIONS

The Committee has rejected the administration's request to allocate balances available in the special forfeiture fund in fiscal year 1991 for the establishment of a National Drug Intelligence Center [NDIC]. The information provided to the Committee for this Center to date does not sufficiently justify the use of limited Federal resources to create yet another intelligence center. The Committee instead has provided $4,795,000 in fiscal year 1991 for automated data processing enhancements for the El Paso Intelligence Center [EPIC], which is under the jurisdiction of the Drug Enforcement Administration, and $1,000,000 for the National Commission on Measured Responses to Achieve a Drug-Free America by 1995.

FUNDS APPROPRIATED TO THE PRESIDENT

UNANTICIPATED NEEDS

Appropriations, 1990	$1,000,000
Budget estimate, 1991	1,000,000
House allowance	1,000,000
Committee recommendation	1,000,000

The Committee recommends an appropriation of $1,000,000 for unanticipated needs. The Committee recommendation is identical to the budget request and the House allowance.

In 1940, Congress recognized the need for the President of the United States to have limited funds available to meet unplanned and unbudgeted contingencies. In so doing, an account entitled "Emergency fund for the President" was created allowing the President, as the head of the National Government, to confront unforeseen problems demanding immediate executive action. In 1975, Congress changed the account title to "Unanticipated needs."

Expenditures from this account may be authorized only by the President while the Director of the Office of Management and Budget provides the necessary control to assure that only unforeseen priorities are financed. Prior use of these funds has occurred under tight budget control and covered unanticipated needs not met from regular budget accounts nor available in a timely fashion through the supplemental budget process.

TITLE IV—INDEPENDENT AGENCIES

ADMINISTRATIVE CONFERENCE OF THE UNITED STATES

SALARIES AND EXPENSES

Appropriations, 1990	$1,865,000
Budget estimate, 1991	2,079,000
House allowance	2,079,000
Committee recommendation	2,079,000

The Committee recommends an appropriation of $2,079,000 for the Administrative Conference of the United States. The Committee recommendation is the same as the budget estimate and the House allowance.

The Conference is authorized on a permanent basis to assist the President, the Congress, the administrative agencies, and executive agencies in improving administrative procedure. It is responsible for conducting studies of the efficiency, adequacy, and fairness of present procedures by which the Federal administrative agencies and executive departments determine the rights, privileges, and obligations of private persons. On the basis of such studies, the Conference issues formal recommendations for improvements and then encourages implementation of the recommendations through appropriate agency, congressional, or judicial action.

In addition to its research activities, the Conference also arranges for the interchange among administrative agencies of information useful in improving administrative procedures; collects, tabulates, analyzes, and publishes statistics from administrative agencies to identify and correct delays and other problems in the administrative process; and, on an ongoing basis, furnishes assistance and advice on matters of administrative procedure to the agencies, Congress, and others.

The Committee has provided an additional $43,000 for personnel compensation to cover the full increased costs of the 1991 cost-of-living adjustment and the executive service and senior executive service pay raises. To fund the pay increases, the Committee has reduced research activities by $43,000. This reduction, however, should not affect the Conference's overall ability to conduct research and carry out studies mandated in its authorization. The Committee expects the Conference to increase its efforts to secure funding transfers from other Federal agencies as well as private foundations to support its research agenda.

Advisory Commission on Intergovernmental Relations

SALARIES AND EXPENSES

Appropriations, 1990	$1,285,000
Budget estimate, 1991	1,300,000
House allowance	1,300,000
Committee recommendation	1,300,000

The Committee recommends an appropriation of $1,300,000 for the Advisory Commission on Intergovernmental Relations. The Committee recommendation is the same as the budget estimate and the House allowance.

The Commission is an independent, bipartisan body which attempts to identify and analyze the causes of intergovernmental conflicts and recommends ways of strengthening and improving the American Federal system. The Commission includes representatives of the executive, legislative, and administrative branches of all levels of government—Federal, State, and local—as well as representatives of the general public.

The Committee has included an additional $26,000 for personnel compensation for the Commission to cover the full increased costs of the 1991 cost-of-living adjustment and the executive service and senior executive service pay raises. These increased costs should be offset by reductions in lower priority activities.

Advisory Committee on Federal Pay

SALARIES AND EXPENSES

Appropriations, 1990	$205,000
Budget estimate, 1991	207,000
House allowance	207,000
Committee recommendation	207,000

The Committee recommends an appropriation of $207,000 for the Advisory Committee on Federal Pay. The Committee recommendation is the same as the budget estimate and the House allowance.

The Advisory Committee was appointed in accordance with the Federal Pay Comparability Act of 1970 and consists of three private citizens who are not Federal Government employees. The Advisory Committee assists the President in carrying out the policy of comparability in pay between major Federal statutory pay systems and private enterprise. The Advisory Committee reviews the annual report of the President's pay agent and considers the recommendations of representatives of Federal employees and other officials of the Federal Government. The Advisory Committee then prepares for the President an independent report with its findings and recommendations.

The Advisory Committee also meets jointly throughout the year with the Federal Employee's Pay Council and the President's pay agent in an attempt to resolve any issues between them, by providing advisory opinions on unresolved issues.

COMMITTEE FOR PURCHASE FROM THE BLIND AND OTHER SEVERELY HANDICAPPED

SALARIES AND EXPENSES

Appropriations, 1990	$1,049,000
Budget estimate, 1991	1,160,000
House allowance	1,160,000
Committee recommendation	1,160,000

The Committee recommends $1,160,000 for the Committee for Purchase From the Blind and Other Severely Handicapped [CPBOSH]. The Committee recommendation is the same as the budget estimate and the House allowance.

The Committee was established by the Javits-Wagner-O'Day Act of 1971.

The Committee's primary objective is to increase the employment opportunities for the blind and other severely handicapped and, whenever possible, to prepare them to engage in normal competitive employment. The Committee determines which commodities and services are suitable for Government procurement from qualified nonprofit agencies serving the blind and other severely handicapped; publishes a procurement list of such commodities and services; determines the fair market price for commodities and services on the procurement list; and makes rules and regulations necessary to carry out the purposes of the act.

The Committee staff supervises the selection and assignment of new commodities and services, assists in establishing prices, reviews and adjusts these prices, verifies the qualifications of workshops, and monitors their performance.

In fiscal year 1988, the Committee authorized the first increase in staffing since 1979—from 12 positions, to the current level of 13 positions. The level of funding recommended by the Committee will provide a staffing level of 14 in fiscal year 1991. The Committee encourages the CPBOSH to continue its efforts toward streamlining administrative procedures as a further aid toward improving program efficiency and expanding services.

The Committee recognizes the importance of the Javits-Wagner-O'Day Act [JWOD] in providing much needed employment opportunities to blind and other severely handicapped Americans, while at the same time providing quality goods and services to the Federal Government at fair market prices. The Congress further recognizes that research, promotional, and advocacy efforts aimed at strengthening and expanding the program are both a statutory and necessary function in order for the Committee for Purchase From the Blind and Other Severely Handicapped [CPBOSH] to fulfill its obligations under the JWOD Act. The Congress supports recent efforts by the CPBOSH to initiate such research and advocacy activities, and has accordingly increased this year's CPBOSH appropriation to help fund these initiatives.

The Committee is also aware that funding for the CPBOSH has not kept pace with the rapid growth of the JWOD Program, resulting in understaffing, and presenting a threat to timely processing of additions to the JWOD procurement list.

FEDERAL ELECTION COMMISSION

SALARIES AND EXPENSES

Appropriations, 1990	$15,330,000
Budget estimate, 1991	17,150,000
House allowance	17,150,000
Committee recommendation	17,150,000

The Committee recommends an appropriation of $17,150,000 for the Federal Election Commission [FEC]. The Committee recommendation is the same as the FEC budget request and the House allowance.

The Federal Election Commission is charged with implementing and enforcing the Federal Election Campaign Act [FECA] as amended. This includes: promoting public disclosure of campaign finance activity; providing information to the public, press, and campaign officials on the FECA and campaign finance; obtaining voluntary compliance with the disclosure and limitation provisions of the FECA; and enforcing that disclosure and compliance through audits, investigations, and/or litigation. The Commission is also charged with implementing the Presidential campaign funding programs for both primary and general election campaigns of qualified Presidential candidates. This includes certification, audit, and enforcement of the provisions of the Federal funding legislation concerning the use of Federal funds.

The fiscal year 1991 budget request for the FEC includes $116,000 to undertake a public awareness campaign and survey of tax filers to enhance contributions to the Presidential Election Campaign Fund. While the Committee remains concerned about the reduction in contributions made to the fund, it believes it is inappropriate to fund a public awareness campaign prior to receiving a conclusive analysis from a public opinion survey which demonstrates that the taxpaying public does not understand the purposes of the fund. The Committee is advised by FEC that the cost of the survey is approximately $50,000 and the remaining $66,000 is to be used to enhance public awareness of the Presidential Election Campaign Fund. The Committee has, therefore, denied the requested $66,000 for the public awareness program at this time and instructs the Commission to conduct a public opinion survey, report its results to the Committee, and if the survey conclusions warrant the need for a public education campaign, to request a reprogramming of funds to implement the program in fiscal year 1991.

The fiscal year 1991 budget for the FEC includes $150,000 to implement the 1991 pay raises for employees of the Commission. This amount equals 50 percent of the total costs required to implement the pay raises. Because the Committee remains concerned about the affect cumulative absorptions have on the Commission's ability to implement ongoing programmatic requirements, the Committee has provided an additional $150,000 in the FEC budget to support the full costs of the 1991 cost of living, executive service and senior executive service pay raises. This increase is to be funded by an offsetting reduction in the public awareness program and other fiscal year 1991 initiatives.

The total appropriations recommended for the Commission in fiscal year 1991 will support a full-time equivalent staffing level of 266 or an increase of 13 positions over the fiscal year 1990 appropriations level. The Committee has denied the Commission's request to establish a separate representation fund beginning in fiscal year 1991.

General Services Administration

Federal Buildings Fund—Limitations on Availability of Revenue

COMMITTEE FUNDING LEVELS

The Committee has recommended an aggregate limitation on availability of revenue from the Federal buildings fund of $5,084,586,800. This amount is $99,743,200 below the budget request and $194,622,200 below the House allowance.

This limitation includes $211,659,800 to the Federal building fund to cover the cost of the fourth and final phase of a vital new program for capital improvements of United States-Mexico border facilities.

CONSTRUCTION AND ACQUISITION OF FACILITIES

Appropriations, 1990	($138,843,000)
Budget estimate, 1991	(1,570,595,000)
House allowance	(1,228,306,000)
Committee recommendation	(1,282,830,000)

The Committee recommends a limitation of $1,282,830,000 for construction and acquisition of facilities in fiscal year 1991. The Committee recommendation is $287,765,000 below the budget estimate, and $186,812,000 below the House allowance.

The construction and acquisition of facilities activity meets the space needs of Federal agencies by funding new construction, acquisition of excess properties from the U.S. Postal Service and other Government agencies, and the purchase of commercial buildings. It is the aim of the General Services Administration [GSA] to increase the ratio of Government-owned to leased facilities as the most economical means of housing Government activities in most geographic locations.

Construction and acquisition of facilities—Projects approved by Committee

New construction:	
Arizona: Flagstaff, a grant to Northern Arizona University, Southwest Forestry Science Complex	$5,000,000
California:	
Menlo Park, U.S. Geological Survey, laboratory building A	22,000,000
Sacramento, John E. Moss Federal Building, U.S. Courthouse Extension	5,801,000
District of Columbia:	
Army Corps of Engineers, Southeast Federal Center, headquarters	87,234,000
Federal Bureau of Investigation, field office	98,372,000
General Services Administration, Southeast Federal Center, headquarters	148,500,000
Department of Transportation, headquarters site	50,000,000
Southeast Federal Center	88,000,000

Georgia:	
Athens, a grant to the University of Georgia, Dean Rusk Center for International and Comparative Law	1,000,000
Augusta, U.S. Courthouse, design	353,000
Idaho: Moscow, a grant to the University of Idaho, Environmental Laboratory	5,800,000
Iowa: Ames, a grant to Iowa State University, Midwest Supercomputer Access Center	4,300,000
Illinois: Chicago, John C. Kluczynski Federal Building, claim	455,000
Kansas:	
Kansas City, Federal building U.S. Courthouse	29,475,000
Pittsburg, a grant to Pittsburg State University, School of Technology Complex	6,000,000
Louisiana: Shreveport, Federal building and courthouse	24,669,000
Maryland:	
Prince Georges County, Internal Revenue Service	206,502,000
Prince Georges County, U.S. Courthouse	21,883,000
Massachusetts: Boston, Federal building-courthouse	184,200,000
Minnesota: Minneapolis, Federal building and U.S. Courthouse Annex	47,710,000
Montana: Great Falls, a grant to the McLaughlin Research Institute	5,000,000
Nebraska:	
Lincoln, a grant to the University of Nebraska, George W. Beadle Center for Genetic and Biomaterials Research	6,000,000
Omaha, a grant to Creighton University, Criss Research Building	2,000,000
Nevada: Carson City, Federal Building-Post Office, parking construction	50,000
New Jersey: Camden, Post Office and courthouse annex, escalation	8,903,000
New Mexico: Albuquerque, a grant to Sandia National Laboratory for research in environmentally conscious manufacturing	4,000,000
New York:	
New York, a grant to Columbia University, Center for Disease Prevention	1,000,000
White Plains, courthouse	26,350,000
Oregon: Portland, courthouse annex	33,320,000
Pennsylvania: Wilkes-Barre, Social Security Administration, Data Operations Center, escalation	11,905,000
Tennessee: Knoxville, courthouse-post office, design	3,431,000
Virginia: Alexandria, U.S. Courthouse	58,202,000
West Virginia: Charleston, Federal building-U.S. Courthouse	80,407,000
Nonprospectus construction projects	5,000,000

For certain of the new construction projects approved in this bill, the Committee has chosen to include the total project cost (site, design, construction, and management and inspection) under the construction and acquisition of facilities budget activity. The Committee recognizes that funds for design and management and inspection of new construction projects are normally budgeted as part of the design and construction budget activity. As it is not the Committee's intent to interfere with the financial or physical accomplishment of these projects, the Committee will view favorably those actions required to effectively execute these projects; including, if necessary a formal reprogramming request to Congress within the currently existing rules.

CHARLESTON, WV, FEDERAL BUILDING

As a result of a recently conducted space requirements study, the General Services Administration [GSA] recommended that a new Federal building-courthouse be constructed in Charleston, WV. The

building will serve to consolidate a number of scattered leased locations and accommodate the projected growth of the U.S. courts into a single Federal office building. In order to meet this need, the Committee has included $80,407,000 for construction of the recommended facility.

SOUTHWEST FORESTRY SCIENCE COMPLEX—NORTHERN ARIZONA UNIVERSITY

The Committee has included $5,000,000 in the bill, to be matched by non-Federal funds, for the construction of the university wing of the Southwest Forestry Science Complex on the campus of Northern Arizona University at Flagstaff, AZ. The total cost of the Southwest Forestry Science Complex is $20,000,000—$10,000,000 assigned to the U.S. Forest Service wing and $10,000,000 assigned to the university wing. The Committee recognizes that there are many benefits to colocating forest service research work units with university forestry programs such as exist on the campus of Northern Arizona University.

GUS J. SOLOMON U.S. COURTHOUSE ANNEX

It is the position of the Committee that the parking facilities currently used by an entity located at the southeast corner of block 184 as indicated on city of Portland map 3029.5 represents a unique situation affecting the planned expansion of the Gus J. Solomon Courthouse in Portland, OR. The Committee urges the General Services Administration to endeavor to foster a dialog between courthouse tenants and the entity currently utilizing the parking facilities.

The Committee is concerned that progress toward completion of the annex continue apace, and should not be adversely impacted in any way by the aforementioned discussions. Further, it is the opinion of the Committee that this is a unique situation, and therefore should in no way be construed as establishing a precedent for future action by the General Services Administration.

MCLAUGHLIN RESEARCH INSTITUTE

The Committee recognizes the need to encourage new and emerging centers of scientific research excellence, particularly those engaged in fundamental research into the causes of immunodeficiency disorders, Alzheimers disease, and AIDS. In that regard, the Committee has provided $5,000,000 in the bill for the McLaughlin Research Institute in Great Falls, MT, for the purpose of laboratory and support facilities construction. The Committee believes that this amount will allow the institute to further pursue some of their most recent biogenetic discoveries as to the causes of these dread diseases.

GEORGE W. BEADLE CENTER FOR GENETIC AND BIOMATERIALS RESEARCH

The Committee has included a $6,000,000 contribution toward construction of a research center in biotechnology, biochemistry, and chemical engineering at the University of Nebraska-Lincoln. This is part of a major research initiative undertaken at the uni-

versity and supported by both State and private funds. More than $90,000,000 in State and private funds are committed to this effort over a 5-year period.

CRISS RESEARCH BUILDING, CREIGHTON UNIVERSITY

The Committee has included $2,000,000 for renovation and expansion of the Criss Research Building at Creighton University. This is part of a $6,300,000 project, with the remaining funds to come from private sources. The existing Criss laboratory is currently accommodating a number of biomedical research projects funded by the National Institutes of Health, private foundations, and the State.

DEAN RUSK CENTER FOR INTERNATIONAL AND COMPARATIVE LAW

The Committee has provided $1,000,000 to assist in construction of the Dean Rusk Law Center at the University of Georgia School of Law in Athens, GA. This facility will serve as a permanent home for the Dean Rusk Center for International and Comparative Law and will provide advanced instructional, library, and office space for students and scholars engaged in the study of international law.

SANDIA NATIONAL LABORATORY

The Committee has included $4,000,000 for a grant to Sandia National Laboratory to identify and help facilitate, in partnership with academia and industry, the introduction of materials, methods, and processes that lead to environmentally benign manufacturing.

MIDWEST SUPERCOMPUTER ACCESS CENTER

The Committee has included $4,300,000 in the bill for the Midwest Supercomputer Access Center located in Ames, IA. This funding will continue the network linkup capability currently being developed at Iowa State University.

COLUMBIA UNIVERSITY, CENTER FOR DISEASE PREVENTION

The Committee has included $1,000,000 in the bill for planning support for the development of the Center for Disease Prevention at Columbia University in New York City, NY. The Center will utilize molecular biology research techniques to promote disease prevention.

UNIVERSITY OF IDAHO ENVIRONMENTAL LABORATORY

The Committee recommends $5,800,000 to complete construction of the University of Idaho Environmental Laboratory.

The Environmental Laboratory will focus on environmentally sound mining technologies in conjunction with the College of Mines and Earth Resources. The faculty at the university have conducted studies in this area. Currently, there is no U.S. university facility which has a sufficiently strong and coordinated research program focused on these areas. The Committee strongly supports funding

for the Environmental Laboratory to enhance research and mining technologies with an emphasis on the environment.

SCHOOL OF TECHNOLOGY COMPLEX, PITTSBURG STATE UNIVERSITY, KS

The Committee has included $6,000,000 in the bill to support the construction of a School of Technology Complex at Pittsburg State University in Pittsburg, KS.

LITTLE ROCK, AR, COURTHOUSE

The Committee continues to be concerned about the provision of adequate space now and in the future for the U.S. courts in Little Rock, AR. The Committee, therefore, directs the Administrator of GSA to work closely with the U.S. courts representatives to explore court expansion in the existing Post Office and courthouse as well as evaluate the possibility of construction on Government-owned land nearby. GSA shall report to the Committees on Appropriations of the House and the Senate on the status of these circumstances by no later than March 31, 1991.

KNOXVILLE COURTHOUSE

The Committee has provided funds adequate to acquire a site and begin design work on the Federal courthouse in Knoxville, TN. The Committee directs GSA to give priority consideration in acquiring a site to a location within the city limits of Knoxville.

REPAIRS AND ALTERATIONS

Appropriations, 1990	($558,692,320)
Budget estimate, 1991	(572,710,000)
House allowance	(579,710,000)
Committee recommendation	(780,251,800)

The Committee recommends new obligational authority of $780,251,800 for repairs and alterations in fiscal year 1991. The Committee recommendation is $207,541,800 above the budget estimate and $200,541,800 above the House allowance.

Under this activity, the General Services Administration [GSA] executes its responsibility for repairs and alterations [R&A] of both Government-owned and leased facilities under the control of GSA. The major goal of this activity is to provide commercially equivalent space to tenant agencies. Safety, quality, and operating efficiency of facilities are given primary consideration in carrying out this responsibility. A major portion of the fiscal year 1991 program is devoted to nondiscretionary work necessary to meet this goal and keep the buildings in an occupiable condition.

R&A workload requirements originate with scheduled onsite inspections of buildings by qualified regional engineers and buildings managers. The work identified through these inspections is programmed in order of priority into the repairs and alterations construction automated tracking system [RACATS] and incorporated into a 5-year plan for accomplishment, based upon funding availability, urgency, and the volume of R&A work that GSA has the capability to execute annually.

The R&A Program, for purposes of funds control, is divided into two types of projects: line item and nonline item. The following is a definition of each category of projects.

CATEGORIES OF PROJECTS

Line item projects.—Line item projects are those larger projects for which a prospectus is required under the provisions of the Public Buildings Act of 1959 and for which over $1,500,000 is to be obligated at a single location within a fiscal year. Generally, line item projects are similar to construction projects in the scope of work involved and the multiyear timeframe for project completion. Line item projects are listed individually in GSA's appropriations acts and the obligational authority for each project is limited to the amount shown therein.

Nonline item projects.—This category includes all smaller projects for which an amount less than $1,500,000 is to be obligated at a single location within a fiscal year. Projects included in this category are generally short term in nature and funds can normally be obligated within a 1-year period. This category also includes projects which are recurring in nature, such as cyclic painting and pointing, and the minor repair of defective building systems; for example, mechanical, plumbing, electrical, fire safety, and elevator system components.

Below is the list of line item projects recommended for funding by the Committee for fiscal year 1991.

Repairs and alterations

California:	
Sacramento, John E. Moss Federal Building, U.S. Courthouse	$10,990,000
San Diego, Federal building and U.S. Courthouse	7,836,000
San Francisco, appraisers building	3,958,000
San Francisco, Customhouse	9,508,000
Colorado: Lakewood, Denver Federal Center, Building 56	8,584,000
District of Columbia:	
Washington, DC, area elevators	16,500,000
Hubert H. Humphrey Federal Building	7,300,000
National Building Museum, pension building	4,500,000
Veterans Administration building	26,000,000
Georgia: Atlanta, Richard B. Russell Federal Building and U.S. Courthouse	3,544,000
Illinois:	
Chicago, customhouse (phase 2)	10,260,000
Chicago, Everett McKinley Dirksen Building (phase 2)	37,700,000
Chicago, Federal building, 536 S. Clark Street (phase 2)	6,248,000
Indiana: Indianapolis, Federal building and courthouse	3,908,000
Minnesota: St. Paul, Warren E. Burger Federal Building and U.S. Courthouse	7,633,000
New Jersey: Newark, Peter W. Rodino, Jr., Federal Building	3,755,000
New York:	
New York, Bowling Green customhouse (phase 1)	4,727,000
New York, Emanuel Celler Federal Building and U.S. Courthouse	3,915,000
New York, Jacob K. Javits Federal Building	13,721,000
Rochester, Kenneth B. Keating Federal Building and U.S. Courthouse	1,994,000
Oklahoma: Oklahoma City, post office and courthouse	11,242,000
Pennsylvania:	
Philadelphia, customhouse	20,166,000
Pittsburgh, post office and courthouse	2,700,000

Tennessee: Nashville, Estes Kefauver Federal Building and U.S. Courthouse Annex	4,616,000
Texas: Dallas, Federal building (terminal annex)	4,307,000
Virginia:	
Arlington, Pentagon	35,500,000
Portsmouth, Federal building	1,700,000
Washington:	
Seattle, Federal office building	17,932,000
Spokane, Federal building and post office	5,071,000

The Committee has also included $1,600,000 in the minor repairs and alterations budget for the U.S. Secret Service field office renovations located at the World Trade Center in New York, NY.

CAPITAL IMPROVEMENTS OF UNITED STATES-MEXICO BORDER FACILITIES

Beginning in fiscal year 1988, the Committee recommended, and the President approved, the initial phase of a multiyear program to improve United States-Mexico border facilities along the entire Southwest border of the United States. A total of roughly $145,000,000 has been provided to date within the Federal buildings fund to initiate capital improvements of border port facilities from California to Texas. In the fiscal year 1991 budget, the President has requested $10,218,000 to provide additional funding for two border improvement projects, and the House has recommended $17,218,000 in total funding for three projects included in this important initiative.

The Committee recommends total funding of $211,659,800 for the Southwest border facilities capital improvements program. This represents the total unfunded amount currently estimated to be required to complete all projects for which partial funding has been provided in the last 3 fiscal years, along with an additional $20,000,000 to allow for the construction of additional facilities at new border crossing locations approved by the United States and Mexico in the future. The Committee believes this level of funding is the full amount needed to complete United States-Mexico border facility improvements. However, the Committee is aware that, in some cases, project cost estimates are only preliminary. The Committee directs GSA to reprogram funds between projects as final cost requirements are known. Language has also been included in the bill directing the GSA to request reprogramming of any unobligated funds in the Federal buildings fund in the last quarter of the fiscal year to make additional amounts available in the event of funding deficiencies. In light of increasing trade between the United States and Mexico, the Committee anticipates the opening of new ports of entry along the Southwest border. The Committee is aware that several new crossings have been proposed and has made available $20,000,000 to permit the construction of inspection facilities at these or other locations approved by the United States and Mexico.

The Committee is cognizant of the fact that during the course of fiscal year 1991, circumstances unforeseen by the Committee or GSA could arise that may alter the progress of repair and alteration work on the border projects outlined in this report and in the bill. Should GSA, in concert with Customs, INS, Agriculture, the Department of State, and the border trade community agree that the scope or focus of the projects proposed for funding in this bill

change, the Committee is to be immediately notified in writing. A full and complete discussion of any such change in the project list outlined above shall take place before any alteration of the Committee project list is undertaken.

Below is a list of the United States-Mexico border facility projects recommended for funding by the Committee:

Capital improvements of United States-Mexico border facilities

Arizona:	
Naco, new border station	$3,497,500
Nogales, Grand Avenue border station, site and drainage	3,200,000
Sasabe, new border station	3,185,000
California:	
Andrade, new border station	6,400,700
Calexico, new border station	41,395,000
Otay Mesa, new border station	14,112,700
San Ysidro, border station	8,000,000
Tecate, new border station	10,367,500
New Mexico:	
Santa Teresa, new border station	6,000,000
Sunland Park, new border station	500,000
Texas:	
Brownsvillle, Gateway Bridge, border station	3,500,000
Brownsville, new border station	17,520,000
Columbia/West Laredo, new border station	12,991,000
Del Rio, border station	13,042,000
El Paso, Bridge of the Americas, border station	5,291,000
Laredo/Juarez-Lincoln Bridge, border station	25,679,400
Los Indios, new border station	7,934,000
Ysleta, new border station	9,044,000
Southwest border: New border stations	20,000,000

SAFE REMOVAL OF ASBESTOS FROM FEDERAL BUILDINGS

The Committee has reluctantly become involved in the difficult issue of the safe removal of asbestos from buildings owned or leased by the Federal Government. In particular, the asbestos removal program for the John F. Kennedy Building in Boston, MA, has demonstrated the need for better lines of communication between the Federal landlord and the building tenants.

The Committee believes that the time has come for the General Accounting Office [GAO] to review the current GSA guidelines for safe asbestos removal from Federal buildings and the process utilized to respond to and allay the legitimate fears and concerns of Federal employees who are required to work in a building where an asbestos removal project is in process. The Committee, therefore, instructs the GAO to review the current GSA guidelines and procedures and make recommendations, if warranted, to the Committee.

NEWARK, NJ, PARKING GARAGE

In its report accompanying the fiscal year 1990 bill funding the General Services Administration, the Committee directed the GSA to initiate efforts to address the problem of inadequate parking facilities for the new Martin Luther King, Jr. Federal Building in Newark, NJ. It is the Committee's understanding that the city of Newark is considering the construction of a public parking facility adjacent to the King Federal Building. GSA believes that this facil-

ity will serve the needs of agencies in both the King and Rodino Federal Buildings. Therefore, the Committee expects the GSA to cooperate fullly with the city in obtaining parking for these buildings and directs the GSA to report to the Committee not later than January 1, 1991, on the status of this parking facility.

STAGING AREAS FOR THE DISABLED

The fiscal year 1989 appropriations provided up to $2,000,000 to the GSA to fund a pilot project for a Safe Area of Refuge Program to protect the handicapped in Federal buildings during fire emergencies. The Committee understands that the GSA intends to conduct a thorough postoccupancy review and evaluation of the six demonstration projects in consultation with representatives of the handicapped community. The Committee expects the GSA to advise the Committee on the progress of this evaluation and its estimated completion date, and further instructs the GSA to evaluate the need for expansion of this demonstration at other Federal buildings. Should the GSA conclude that increased installation of staging areas for the disabled should be expanded to other Federal buildings, the GSA should send a reprogramming request to the Committee for this purpose, and/or include funding for continuation of this effort in its fiscal year 1992 budget request.

PURCHASE CONTRACT PAYMENTS

Appropriations, 1990	($126,752,000)
Budget estimate, 1991	(136,579,000)
House allowance	(136,579,000)
Committee recommendation	(136,579,000)

The Committee recommends a limitation of $136,579,000 for purchase contract payments. The Committee recommendation is the same as the budget estimate and the House allowance.

The Public Buildings Amendments of 1972 enables GSA to enter into contractual arrangements for the construction of a backlog of approved but unfunded projects. The purchase contracts require the Government to make periodic payments on these facilities over varying periods until title is transferred to the Government. This activity provides for the payment of principal, interest, taxes, and other required obligations related to facilities acquired pursuant to the Public Buildings Amendments of 1972 (40 U.S.C. 602a).

RENTAL OF SPACE

Appropriations, 1990	($1,327,336,000)
Budget estimate, 1991	(1,534,300,000)
House allowance	(1,506,300,000)
Committee recommendation	(1,505,780,000)

The Committee recommends a limitation of $1,505,780,000 for rental of space. The Committee recommendation is $28,520,000 below the budget estimate and $520,000 below the House allowance.

The General Services Administration is responsible for leasing general purpose space and land incident theretofore Federal agencies, except for cases where GSA has delegated its leasing authority

(for example, the Veterans Administration, as well as the Departments of Agriculture, Commerce, and Defense). GSA's policy is to lease privately owned buildings and land only when: (1) Federal space needs cannot be otherwise accommodated satisfactorily in existing Government-owned or leased space; (2) leasing proves to be more efficient than the construction or alteration of a Federal building; (3) construction or alteration is not warranted because requirements in the community are insufficient or are indefinite in scope or duration; or (4) completion of a new Federal building within a reasonable time cannot be assured.

OFFICE OF SPECIAL COUNSEL

The authorization of the Office of Special Counsel to hire an additional 15 full-time equivalent positions in fiscal year 1991 will require additional space. New space can be obtained in the same building through negotiation of a sublease at a lower cost than the Office of Special Counsel is presently paying. This can result in a savings to the taxpayer and result in better management efficiency by keeping all of the staff at the same location. The General Services Administration is encouraged to use every effort to accommodate the Office of Special Counsel in obtaining the additional space.

HARLEM INTERNATIONAL TRADE CENTER

The Committee takes note that the Harlem International Trade Center has been the subject of previous legislation concerning tax exempt financing and capital cost recovery provisions. The Committee also notes that Congress has already expressed its intent by authorizing the General Services Administration lease on a long-term basis as much as 200,000 square feet of office space in New York County north of 96th Street (Public Law 100-637, section 2). The Committee on Ways and Means of the House of Representatives has indicated in its report on the Customs and Trade Agency Authorizations; Miscellaneous Customs and Trade Provisions (H. Rept. 101-427, at 15) its belief that the presence of the Customs Service at the trade center is in concert with the authorization for the Service.

The trade center will be a major complex of offices, exhibition halls, retail space, and a hotel that will be a dynamic hub for the stimulation of international business as well as regeneration of the community in which it is located.

The Committee believes that presence of Federal offices in the trade center will benefit the Federal Government and the agencies that locate in the trade center, will help enhance international trade involving lesser developed nations and minority communities throughout the Nation, and help to regenerate and maintain an important community.

The Committee directs GSA to give priority consideration to the trade center in accommodating such Federal space requirements as may exist or develop in the surrounding area and as may be appropriately located in the center. It is the Committee's intention that the rent paid by the General Services Administration for such space as may be occupied by Federal tenants at the trade center

shall be comparable to commercial rents paid for comparable space in the surrounding area.

REAL PROPERTY OPERATIONS

Appropriations, 1990	($948,000,000)
1990 amended budget estimate	(1,037,200,000)
House allowance	(1,037,200,000)
Committee recommendation	(1,037,200,000)

The Committee recommends a limitation of $1,037,200,000 for real property operations. The Committee recommendation is the same as the budget estimate and the House allowance.

This activity provides for the operation of all Government-owned facilities under the jurisdiction of GSA and building services in GSA leased space where the terms of the lease do not require the lessor to furnish such services.

Services included in building operations are cleaning, protection, maintenance, payments for utilities and fuel, grounds maintenance, and elevator operations. Other related supporting services include various real property management and staff support activities such as space acquisition and assignment; the moving of Federal agencies as a result of space alterations in order to provide better space utilization in existing buildings; on-site inspection of building services and operations accomplished by private contractors; and various highly specialized contract administration support functions. The space, operations, and services referred to above are furnished by GSA to its tenant agencies in return for payment of rent. Due to considerations unique to their operation, GSA also provides varying levels of above-standard services in agency headquarter facilities, including those occupied by the Executive Office of the President, such as the east and west wings of the White House.

PROGRAM DIRECTION

Appropriations, 1990	($68,020,000)
Budget estimate, 1991	(90,781,000)
House allowance	(90,781,000)
Committee recommendation	(90,781,000)

The Committee recommends the budget request of $90,781,000 for program direction. This amount is the same as the budget request and the House allowance.

The program direction activity provides for the overall general management and administration of programs which are the responsibility of the General Services Administration's Public Buildings Service [PBS] at both the central office and regional levels, including planning, development of policy, and program evaluation and control. It further provides for the costs of essential supporting services for those activities which are funded on a centralized basis, such as nationwide automated data processing services and other common distributable items.

GSA RECYCLING ACTIVITIES

The Committee is concerned about the apparent lack of vigorous enforcement by the General Services Administration of the provisions of the Resource Recovery Act of 1970 and the Resource Conservation and Recovery Act of 1976 [RCRA] that directed Federal agencies to recycle their wastepaper and procure recycled paper products. Accordingly, the Committee directs the General Services Administration to prepare and submit to the Congress by no later than June 1, 1991, a status report on the efforts of the GSA to comply with the recycling provisions of RCRA.

DESIGN AND CONSTRUCTION SERVICES

Appropriations, 1990	($146,302,000)
Budget estimate, 1991	(242,165,000)
House allowance	(242,165,000)
Committee recommendation	(251,165,000)

The Committee recommends $251,165,000 for the design and construction activity. The Committee recommendation is $9,000,000 above the budget estimate and the House allowance.

The design and construction services activity provides for the design, management, and inspection [M&I] of new construction and repairs and alterations projects and nonproject specific technical services. This includes the full range of design and construction services required by the Public Buildings Service [PBS] incident to projects approved under the Public Buildings Act of 1959, as amended, and all related costs such as travel, printing, advertising, and defense of claims against the Government.

The three major functions within the design and construction services activity are:

Design.—A combined narrative and graphic solution to a physical need to renovate or restore an existing facility or construct a new facility. The design process includes the development of detailed plans, specifications, and working drawings which are ultimately marketed for construction award to a responsible contractor; evaluation of soil conditions; and other required surveys and tests.

Management and inspection.—The physical examination of the quantity and quality of materials and workmanship put in place at a construction site to ensure conformance to the requirements of the contract. This function includes project review to ensure adherence to required procurement regulations; safety program enforcement; determination of contract modification needs; development of cost and time estimates; and the evaluation of construction progress to determine contractor payments.

Technical services.—Include planning and administration of the PBS Capital Improvements Program; inspections, surveys, and other activities designed to identify and document potential fire and life safety hazards; building evaluations; scope development; and development of handbooks and other types of program guidance.

The following costs are not financed by this activity: costs for the acquisition of sites and construction of new construction projects

which are financed from the construction and acquisition of facilities activity; and costs for the construction phase of repairs and alterations projects which are financed from the repairs and alterations activity. Reimbursable services provided to other agencies for transfer construction projects and reimbursable work authorizations are reflected in the design and construction activity of the reimbursable program.

The Committee has provided an additional $9,000,000 in fiscal year 1991 to cover the costs of the increased office space requirements for the Bureau of Mines, the National Weather Service, and the U.S. Geological Survey in Tucson, AZ.

Federal Supply Service, Operating Expenses

Appropriations, 1990	$47,664,000
Budget estimate, 1991	52,243,000
House allowance	53,957,000
Committee recommendation	52,243,000

The Committee recommends an appropriation of $52,243,000 for the operating expenses of the Federal Supply Service in fiscal year 1991, the same amount as the budget request and $1,714,000 below the House allowance.

FUNCTIONS OF THE FEDERAL SUPPLY SERVICE

The Federal Supply Service provides Governmentwide direction and coordination of a worldwide supply distribution system; management of supplies and personal property; transportation and travel management; vehicle fleet management; and property management activities for utilization, rehabilitation, and donation of Federal personal property.

Supply.—This activity provides for the operation of a worldwide supply system to contract for and distribute supplies and property to Federal agencies.

Transportation.—The purpose of this activity is to provide a comprehensive and effective Governmentwide program for transportation and travel management, transportation audits, operation and maintenance of motor equipment to meet agency requirements, and development and execution of the automotive procurement function of the Government.

The GSA/FSS transportation and travel management programs continue to provide support and dollar savings for Government agencies through negotiated airline city-pair contracts, travel management centers [TMC], hotel/motel discounts, charge card/travelers check program, automated rate and routing processes, the small package express delivery program, audits of transportation claims by and against the U.S. Government, and the long-term Vehicle Lease Contracts Program.

Property management.—This activity manages and operates a Governmentwide excess personal property program including the utilization, donation, and sale of property. It encompasses all Government agencies, and provides for utilization of excess property; donation of surplus personal property for public benefit purposes; sale of surplus and exchange/sale of personal property (except

DOD property); and rehabilitation and reclamation of Government personal property to extend its useful life.

Service direction.—This activity provides executive leadership, management direction, and nationwide support for a national supply program, a Governmentwide program for transportation/travel management and property management within the Federal Supply Service. It also develops policy and provides nationwide support services in the areas of budget administration, financial management, data systems, forecasting, management information systems, and economic analysis.

HOUSEHOLD GOODS MOVES

The Committee continues to be extremely concerned about the scope and direction of the household goods movement program administered by the General Services Administration. The Committee directed in fiscal year 1989 that GSA consider expanding the Social Security Administration [SSA] pilot project to include other agencies. This pilot project is reported by SSA to have saved $989,830 between May 1, 1985, and April 30, 1989.

GSA is now directed to issue a solicitation within 30 days of enactment of this act, for move management services comparable to those provided to SSA by its contractor. The RFP must contain provisions which will allow brokers, on behalf of Government agencies, to structure agreements with movers in whichever way would provide the lowest cost and best service to the agency. For example, GSA should allow agencies to achieve the same savings and service improvements as has SSA under the pilot project. In addition, brokers must be authorized by the RFP, on behalf of the agencies, to negotiate with movers the best possible rate on the services sought, even if these rates are lower than the rates offered by movers under the GSA household goods movement program.

The Committee fully supports the expeditious issuance of this solicitation as well as the continuation of the SSA pilot project for the remaining term of their current relocation contract. In addition, the Committee also understands that GSA will have in place, by October 1990, a performance index ranking system whereby carriers' performance can be measured and compared to others. The Committee urges the issuance of this data as soon as it is available. GSA is directed to provide to the Committee, by December 31, 1990, a full status report on all GSA initiatives relating to the SSA pilot projects, the move management services contract directed to be issued above, the performance ranking system, and all other efforts underway or contemplated regarding the movement of household goods.

Federal Property Resources Service

OPERATING EXPENSES

Appropriations, 1990	$11,072,000
Budget estimate, 1991	12,798,000
House allowance	13,386,000
Committee recommendation	12,798,000

The Committee recommends an appropriation of $12,798,000, which is the same as the budget estimate and $588,000 below the House allowance.

The Federal Property Resources Service [FPRS] is responsible for the further utilization by Federal agencies of Government excess real property and for disposal by discount conveyance for public purposes, or by sale, of Government surplus real property. The Real Property Disposition Program is conducted through four regional offices.

Real property.—This activity promotes maximum utilization of real property by Federal agencies and minimizes new procurement of real property by transferring available excess property among agencies. Pursuant to Executive Order 12512, it provides Governmentwide policy oversight and guidance for Federal real property management, develops legislative initiatives that seek to improve such management, and conducts real property utilization surveys to identify real property which is not utilized, underutilized and not being put to optimum use, and recommends excessing of such properties. It provides for the economic and efficient disposal of surplus real property by sale, exchange, lease, permit assignment, or transfer for both private and public purposes. This activity provides for the protection and maintenance of excess and surplus property in order to retain maximum value and marketability pending its disposition. It provides for the appraisal of excess and surplus property and establishes the specifications, standards, and methods governing such appraisals. Further, it provides for preparation of land reuse planning studies and environmental and cultural enhancement reviews required in the disposition of real property.

Real Property Relocation

Appropriations, 1990	$7,942,000
Budget estimate, 1991	8,000,000
House allowance	8,000,000
Committee recommendation	8,000,000

The Committee recommends an appropriation of $8,000,000 for real property relocation activities in fiscal year 1991. This amount is the same as the budget request and the House allowance.

The funds requested by the President for this activity will be used to support the goal of the Federal Property Resources Service and the objective of Executive Order 12512, which is to provide for the optimum utilization of federally owned real property. The President has indicated valuable Government-owned property exists that is now underutilized, but which has not been released for disposal by the landholding agencies. This is often due to the

high costs of relocating personnel and equipment and of acquiring new facilities.

The President believes that such properties could provide significant revenue if sold, but under current laws the holding agency usually must provide the funds for relocations. For these reasons, agencies are reluctant to release properties for sale regardless of their value and suitability for commercial use. By providing agencies with these funds, an incentive could be established for them to agree to move. Further, long-term savings could result from the operation and maintenance of facilities better suited to agency missions.

Implementation of the relocation program is considered by the President to be an essential part of the overall real property disposal program. The relocation initiative could greatly assist in helping to achieve these goals, thereby reducing the Federal deficit. Any and all potential candidates will be evaluated regardless of the dollar value of the property. The primary consideration will be the economic advantage to the Federal Government; that is, the estimated proceeds from sales versus relocation costs. A minimum return on investment is estimated at 2 to 1; however, it is believed by GSA that a ratio of 4 to 1 or 5 to 1 is achievable.

General Management and Administration

SALARIES AND EXPENSES

Appropriations, 1990	$122,540,000
Budget estimate, 1991	90,555,000
House allowance	35,100,000
Committee recommendation	91,455,000

The Committee recommends an appropriation of $91,455,000, which is $56,355,000 above the House allowance and $900,000 above the budget estimate.

This appropriation provides for policy direction and coordination of all GSA programs by the Administrator, his Deputy, 11 regional administrators, congressional and external affairs; agencywide acquisition policy, planning, and coordination; and financing of administrative and financial services on a centralized and integrated basis for all GSA programs.

These activities include executive direction, the functions of the Comptroller, administration, functions of the Board of Contract Appeals, legal services, acquisition policy, and field administration.

Information Resources Management Service

OPERATING EXPENSES

Appropriations, 1990	$32,480,000
Budget estimate, 1991	39,268,000
House allowance	39,961,000
Committee recommendation	39,268,000

The Committee recommends an appropriation of $39,268,000, which is the same as the budget estimate and $693,000 below the House allowance.

This appropriation provides for the overall direction and coordination of comprehensive Governmentwide programs for the management, procurement, and utilization of automated data processing, telecommunications, and office information equipment and services.

Federal information resources management.—The Office of Federal Information Resources Management develops, plans, and directs Governmentwide programs governing the management and acquisition of Federal information resources. The Office also develops and monitors Governmentwide policies and regulations, reviews Federal agencies' implementing programs, and conducts long-range planning and research relating to future Governmentwide information resources management needs.

Central information services.—The Office of Central Information Services manages and directs GSA's Governmentwide information resources assistance programs, the GSA-wide ADP and office automation programs, and the provision of automated information resources within the Information Resources Management Service [IRMS], including the operation and maintenance of the Federal Domestic Assistance Program. The Office also develops and implements Governmentwide information resources assistance policies related to software, hardware, data communications, office automation, and planning, and agencywide policies related to managing ADP and office automation resources.

Information resources procurement.—The Office of Information Resources Procurement directs, administers, and manages the Governmentwide acquisition programs for ADP and telecommunications equipment, software, services, and related items; procures circuit facilities, services, and terminal and special purpose equipment competitively; directs the development of and implements new acquisition techniques and programs for ADP and telecommunications; maintains liaison with industry associations and State, local, and foreign governments in ADP and telecommunications matters; conducts specific economic analyses required by IRMS to achieve its program objectives; represents the Government before State telephone rate commissions when proposed rate changes are determined to have a large impact on Government costs; and manages reimbursable ADP and telecommunications procurement programs financed through the information technology fund.

Office of Telecommunications Services.—The Office of Telecommunications Services manages and directs activities of IRMS that relate to reimbursable telecommunications programs including the present Federal telecommunications system [FTS] and its replacement, FTS 2000, Washington interagency telecommunications system [WITS], the acquisition of telecommunications services, and telecommunications marketing and user services programs. Develops overall telecommunications and regional objectives, long-range plans, comprehensive programs, and organization and operating methods needed to accomplish program objectives.

Information Security Oversight Office.—Executive Order 12356 established a system for all executive agencies to follow when classifying, handling, and declassifying national security information. The order assigned to the Information Security Oversight Office

the responsibility for overseeing agency compliance with the provisions of the order.

The Office provides oversight for the information security program established by Executive Order 12356. This involves monitoring the information security programs of approximately 80 executive branch agencies. Major responsibilities include the conduct of onsite reviews and the development and promulgation of directives necessary for implementation of the order. The Oversight Office establishes requirements for reports from agencies, analyzes data received together with data collected from onsite reviews, and advises agencies about any deficiencies and violations. The Office reports annually to the President on the state of the program throughout the executive branch.

National security emergency preparedness.—National Security Decision Directive [NSDD] 201 on national security emergency preparedness [NSEP] telecommunications funding provides for the Department of Defense [DOD] to bill other national communications system [NCS] members, including GSA, for a share of NCS operating costs beginning in fiscal year 1988.

Office of Inspector General

Appropriations, 1990	$26,136,000
Budget estimate, 1991	30,139,000
House allowance	30,997,000
Committee recommendation	30,139,000

The Committee recommends an appropriation of $30,139,000 for the Office of the Inspector General, which is the same as the budget estimate and $858,000 below the House allowance.

The Office of Inspector General [OIG] implements in its entirety the provisions of the Inspector General Act.

Consistent with the Inspector General Act, the OIG has been given total responsibility for the audit and investigative functions of the agency. Its mission is to detect and investigate all instances of fraud and abuse and assure that proper corrective action is taken. The Office is also charged with the responsibility for reporting on waste, inefficiency and mismanagement, and making recommendations for improvement.

Audit services provided by the OIG fall within two broad categories: Audits of GSA contracts and internal audits, including inspections. Through the preaward and postaward auditing of GSA contracts, the OIG provides professional advice on accounting and financial matters related to the negotiation, award, administration, repricing, and settlement of contracts. Internal audits deal with all facets of GSA operations.

Inspections services provide detailed technical evaluations of GSA operations. The investigations program provides for the detection and investigation of illegal or unethical activities against GSA by its employees, vendors doing business with the agency, and by other individuals or groups of individuals.

The Inspector General Act also requires that the inspectors general move beyond their traditional role of detecting and preventing fraud, waste, and abuse, to also assume responsibility for promoting economy and efficiency. The GSA Office of Inspector General

has a unique role within the Federal structure in that its activities affect all Federal agencies and several State programs. The broadened mandate requires increased emphasis on more effective involvement with other governmental agencies, identification of systemic problems, participation in the design of new programs, review of proposed legislation and regulations, and employee awareness programs.

Allowances and Office Staff for Former Presidents

Appropriations, 1990	$1,808,000
Budget estimate, 1991	1,964,000
House allowance	1,808,000
Committee recommendation	1,964,000

The Committee recommends $1,964,000 for allowances and office staff for former Presidents. This recommendation is the same as the budget request and $156,000 above the House allowance.

This program is authorized by the Former Presidents Act, Public Law 85-745 (3 U.S.C. 102 note), of August 25, 1958, as amended. It provides for an annual pension paid monthly to each former President and each widow of a former President; compensation for staff assistants employed by each former President; and funding for office space, furnishings, and equipment as appropriate (defined under CG Decision B-114073, March 8, 1961). The Supplemental Appropriations Act of October 21, 1968, Public Law 90-608, 82 Stat. 1192, allows for travel and related expenses for each former President and not to exceed two members of his staff. Title 39 U.S.C. 3214 authorizes a former President and widow to send all mail in the United States and its territories as franked mail. Under the Presidential Transition Act, section 3(a)(7), each former President may use penalty mail.

This appropriation provides for the pensions, office staffs, and related expenses for former Presidents Richard M. Nixon, Gerald R. Ford, Jimmy Carter, and Ronald Reagan, and for the pension and postal franking privileges for the widow of former President Lyndon B. Johnson. The total request for fiscal year 1991 is $1,964,000, an increase of $156,000 over the fiscal year 1990 level.

Below is listed a detailed breakdown of the fiscal year 1991 budget request:

ALLOWANCES AND OFFICE STAFF FOR FORMER PRESIDENTS, FISCAL YEAR 1991

	Former Presidents				Widows	Total
	Nixon	Ford	Carter	Reagan		
Personnel compensation	$96,000	$93,100	$96,000	$150,000		$435,100
Personnel benefits	21,000	24,000	4,500	41,000		90,500
Benefits for former personnel: Pensions	127,419	127,419	127,419	127,419	$20,000	529,676
Travel	18,000	41,900	2,000	42,800		104,700
Motor pool			2,200			2,200
Transportation of things	2,000	2,000		2,100		6,100
Rental payments to GSA	133,000	80,000	78,000	191,000		482,000
Communications, utilities and miscellaneous charges:						
Equipment rental	5,336	3,400				8,736
Telephone	23,964	17,300	35,000	42,000		118,264

ALLOWANCES AND OFFICE STAFF FOR FORMER PRESIDENTS, FISCAL YEAR 1991—Continued

	Former Presidents				Widows	Total
	Nixon	Ford	Carter	Reagan		
Postage	4,300	8,150	11,000	7,424	2,300	33,174
Printing	5,000	3,100	23,736	26,150		57,986
Other services	3,300	4,200	11,264	7,300		26,064
Supplies and materials	7,000	10,000	13,000	10,000		40,000
Equipment	1,000	9,000	17,000	2,500		29,500
Total obligations	447,319	423,569	421,119	649,693	22,300	1,964,000

GSA General Provisions

The Committee has recommended the inclusion of certain general provisions contained in the House-passed bill which have been included in previous acts. Those provisions are as follows:

Section 1 to permit the Federal buildings fund to be credited with the cost of operation, protection, maintenance, upkeep, repair, and improvement included as part of rentals received from Government corporations.

Section 2 to allow the GSA to use appropriated funds for the hire of motor vehicles.

Section 3 to provide the GSA with authority to transfer up to 1 percent between appropriations accounts with the prior approval of the House and Senate Committees on Appropriations.

Section 4 restricting the transfer of any funds appropriated for activities of the Federal buildings fund.

Section 5 authorizing the Secretary of the Interior to transfer certain property to the General Services Administration.

Section 6 authorizing the GSA to receive and expend funds provided by other Federal agencies for rental of space activities.

Section 7 to prohibit the GSA from disposing of certain lands located near Norfolk Lake, AR.

Section 8 to prohibit the GSA from disposing of certain lands near Bull Shoals Lake, AR.

Section 9 authorizing the Administrator of General Services to sell certain property in Boston, MA.

Section 10 authorizing Federal agencies to reimburse child care providers for the costs of attending training classes or conferences.

The Committee has added the following new general provisions:

Section 11 to allow the General Services Administration to receive any revenues, collections, or other incomes now or hereafter received in the form of rebates, cash incentives, or otherwise, related to energy savings, to retain these amounts in the fund until expended, and remain available for Federal energy management improvement programs as may be authorized by law or as may be deemed appropriate by the Administrator of General Services. This language additionally authorizes the General Services Administration to use these funds, in addition to amounts received as new obligational authority in any fiscal year, in such activity or activities of the fund as necessary.

The Committee believes that programs that affect the conservation or more efficient use of energy should continue to be encouraged. The Committee has expressed its desire to continue these programs by including language which authorizes the General Services Administration to utilize the varied energy rebate and/or incentive programs being offered by utility companies. The majority of these programs require that the General Services Administration initiate conservation measures and that the utility company will then reimburse GSA for all or a portion of the cost.

Section 12 authorizing the GSA to sell certain property located in Charleston, WV.

Section 13 authorizing the GSA to sell certain property located in Minneapolis, MN.

Section 14 requiring GSA to issue a request for proposals on the procurement of move management services within 30 days of enactment of this act.

Section 15 authorizing GSA to lease space at the Harlem Trade Center in New York City, NY.

The Committee has stricken the following House-numbered provisions contained in the House-passed bill:

Section 5 pertaining to GSA's authority to utilize payment of rent for periods not to exceed 30 years and is no longer necessary.

Section 6 authorizing the Administrator of General Services to charge the Department of the Interior for certain costs relating to the alteration of Avondale, MD, property and is no longer needed.

Section 7 relating to the IRS Manhattan District Office in New York and is no longer needed.

Section 13 relating to the relocation of the New England regional archives.

Section 15 relating to assets of the Resolution Trust Corporation.

National Archives and Records Administration

OPERATING EXPENSES

Appropriations, 1990	$124,840,000
Budget estimate, 1991	128,879,000
House allowance	139,756,000
Committee recommendation	131,469,000

The Committee recommends an appropriation of $131,469,000. The Committee recommendation is $2,590,000 over the budget estimate and $8,287,000 below the House allowance.

The National Archives and Records Administration became an independent agency on April 1, 1985. This appropriation provides for basic operations dealing with management of the Government's archives and records, operation of Presidential libraries, grants for historical publications, and for the review for declassification of all security classified information.

Records center.—The records center activity provides for the accessioning, storage, reference service, and disposal of the semiactive and noncurrent records of Federal agencies through a nationwide system of 14 records centers. Significant savings result from use of low-cost records storage and the efficient and timely disposal of nonpermanent records.

Archives and related services.—This activity provides for selecting, preserving, describing, and making available to the general public, scholars, and Federal agencies, the permanently valuable historical records of the Federal Government and the historical material in Presidential libraries, related publications and exhibit programs, and the appraisal of all Federal records. It also provides for the publication of the Federal Register and Code of Federal Regulations, the U.S. Statutes at Large, Presidential documents, and for a program to improve the quality of regulations and the public's access to them. It provides for the National Audiovisual Center's audiovisual information and management programs. It also provides for the systematic review of all classified records in the National Archives which are over 30 years old, except intelligence and cryptological materials dated after 1945, which are to be reviewed when 50 years old.

National Historical Publications and Records Commission.—The National Historical Publications and Records Commission [NHPRC] reviews and recommends project grants to Federal and State governments and private nonprofit institutions, chiefly universities and research libraries. It makes plans, estimates, and recommendations for the publication of important historical documents and works with various public and private institutions in collecting, editing, and publishing papers significant to the history of the United States. The Commission is composed of members appointed by, and representing, the President, Congress, Supreme Court, executive agencies, and historical and archival societies.

The Committee has recommended $6,500,000 for these grants in fiscal year 1991, $1,500,000 above the fiscal year 1990 level, and $2,500,000 above the budget request.

Program direction.—This activity provides for general direction and program support for all programs assigned to the National Archives and Records Administration [NARA]. Direction is provided by the Archivist, his staff, and the Office of Management and Administration.

In 1991, records in the National Archives and Federal Records centers will total approximately 16,413,434 cubic feet.

LEGISLATIVE ARCHIVES DIVISION

The Committee believes the rich legacy of Congressional Records stored in the National Archives, warrant increased attention to strengthen the existing archival programs providing for the care of House and Senate legislative documents. In order to ensure that these records receive the level of care and attention they deserve, the Committee has included language in the bill which creates an Advisory Committee on the Records of the Congress to monitor the management and preservation of records of the Congress, to report to the Congress and the Archivist on management and preservation activities, and submit a report to Congress, by the end of calendar year 1991, on the anticipated consequences for the management of congressional records of the 1994 opening of a second National Archives building. The Committee has also included a provision which raises the GS level of the Director of the Legislative Archives Division to a GS–16. Currently, directors of the Presidential

libraries are at a GS–15 level; whereas, the Director of the Legislative Archives Division, is a GS–14. The Committee believes that the Director of the Legislative Archives Division, who oversees the care of over 200 years of Senate and House records should be compensated at a level higher than that of an individual who has responsibility for a single Presidential library. The Commitee also believes this change will deter the high turnover rate which has plagued the Legislative Archives Division in recent years. Finally, the Committee directs the Archivist to hire a senior-level specialist in congressional history to assist the Legislative Archives Director in the proper preservation and interpretation of congressional documents. The Committee has included an additional $90,000 in the Archives budget to carry out these enhanced activities in fiscal year 1991. The Committee expects the Archives to submit a report within 60 days of enactment of this act on the progress it is making in complying with the Committee directives. The Committee also expects to receive quarterly reports thereafter.

Office of Government Ethics

SALARIES AND EXPENSES

Appropriations, 1990	$3,369,000
Budget estimate, 1991	3,725,000
House allowance	3,725,000
Committee recommendation	3,725,000

The Committee recommends an appropriation of $3,725,000 for salaries and expenses of the Office of Government Ethics in fiscal year 1991. This amount is the same as the budget request and the House allowance.

Public Law 100–598 authorized the establishment of the Office of Government Ethics as an independent executive branch agency separate and apart from the Office of Personnel Management beginning October 1, 1989.

The Office of Government Ethics functions primarily in six areas, pursuant to the Ethics in Government Act of 1978. Those areas are:

—Regulatory authority for conflict of interest and postemployment statutes, standards of conduct, and financial disclosure programs throughout the executive branch;

—Public financial disclosure review and certification for all advice and consent Presidential appointees, and the monitoring of ethics agreements which are executed incident to that review to prevent ethics violations;

—Education and training to promote understanding among agency ethics officials and employees, as well as the general public;

—Guidance and interpretation concerning the conflict of interest statutes, standards of conduct and financial disclosure, through advisory opinions, telephone advice, and consultation with agency ethics officials;

—Enforcement by monitoring and auditing agency ethics programs, and ordering corrective action where appropriate; and

—Evaluation of the effectiveness of ethics laws and regulations, as well as agency implementation.

The funding provided for fiscal year 1991 will provide for a full-time equivalent staffing level of 53, an increase of 7 over the fiscal year 1990 level.

OFFICE OF PERSONNEL MANAGEMENT

SALARIES AND EXPENSES

Appropriations, 1990	$110,942,000
Budget estimate, 1991	114,461,000
House allowance	114,461,000
Committee recommendation	114,461,000

The Committee recommends a direct appropriation of $114,461,000 for the salaries and expenses of the Office of Personnel Management. The Committee recommendation is the same as the budget estimate and the House allowance.

The Office of Personnel Management provides Governmentwide staffing programs to meet the personnel needs of the Federal Government in accordance with law, regulation, and merit principles. Among the staffing services OPM provides are:

Recruiting and special personnel programs.—OPM identifies staffing needs, communicates these needs to potential recruitment sources, and helps agencies solve recruitment problems. It provides the public with information about available Federal employment through OPM regional/area offices, State job services, and publications. Program planning and leadership are also provided for special emphasis programs including those for veterans, Hispanics, other minority groups, women, and the handicapped.

Evaluating applicants.—OPM manages the intake of applications to meet identified recruiting needs. It evaluates candidates for most Federal jobs, maintains applicant inventories, and refers the names of candidates for consideration in response to agencies requests. For some Federal jobs, OPM delegates to other agencies the authority to evaluate and refer applicants, while maintaining an oversight function to ensure adherence to staffing laws.

Establishing standards.—OPM sets standards for the qualifications required for Federal jobs.

Policy development.—Through research and development in job analysis and personnel assessment procedures, OPM enhances the knowledge base which supports Federal personnel practices, policies, and standards, as well as provides leadership and guidance to Federal agencies in applying sound selection and advancement practices.

Administrative law judges.—OPM provides policy direction and evaluation for all personnel aspects for administrative law judges Governmentwide and directs the allocation of these positions.

HEALTH PROMOTION AND DISEASE PREVENTION

The Committee has once again included an additional $1,000,000 in order that OPM can continue and expand its efforts to ensure that Federal employees and their families have ready access to health promotion and disease prevention activities. The Committee

is aware that the U.S. Prevention Services task force has recently reported that substituting behavioral interventions in ways to maintain good health would be more likely to reduce morbidity and mortality in this country than any other category of clinical intervention. The Committee expects OPM to continue to collaborate with the health promotion and disease prevention centers currently being supported by the Centers for Disease Control of the Department of Health and Human Services and further, to ensure that efforts are also made to develop innovative ways to utilize video communication technology. The Committee expects OPM to continue to utilize the unique expertise that has been demonstrated by the University of Arizona and the University of Hawaii under this project.

LIMITATION

(TRANSFER OF FUNDS)

Appropriations, 1990	$81,907,000
Budget estimate, 1991	74,379,000
House allowance	74,379,000
Committee recommendation	74,379,000

The Committee recommends a limitation of $74,379,000. This amount is the same as the fiscal year 1991 budget request and the House allowance.

These funds will be transferred from the appropriate trust funds of the Office of Personnel Management to cover administrative expenses for the retirement and insurance programs.

Office of Inspector General

SALARIES AND EXPENSES

Appropriations, 1990	$2,879,000
Budget estimate, 1991	4,607,000
House allowance	4,607,000
Committee recommendation	4,607,000

The Committee recommends an appropriation of $4,607,000 for salaries and expenses of the Office of Inspector General in fiscal year 1991. This amount is the same as the budget estimate and the House allowance.

The Office of the Inspector General was established as a statutory entity under the Inspector General Act Amendments of 1988, Public Law 100-504, effective April 16, 1989. The Office of the Inspector General is charged with establishing policies for conducting and coordinating efforts which promote economy, efficiency, and integrity in the Office of Personnel Management's activities which prevent and detect fraud, waste, and abuse in the agency's programs. Furthermore, as a means of assuring that inspector general offices maintain the ability to function independently within the overall structure of their agencies, the 1988 legislation required a direct semiannual reporting structure among the inspector general and the agency head and Congress and allowed inspectors general to perform a number of internal management functions, such as budget, personnel, and procurement, separate and apart from the

agencies existing systems. The Office of Inspector General carries out its programmatic mandate in three principal operational areas: audits and inspections of OPM activities and operations; investigations; and followup and reporting.

The funding provided in fiscal year 1991 will provide a full-time equivalent staffing level of 56 for the Office of Inspector General, an amount which is 17 above the fiscal year 1990 level.

GOVERNMENT PAYMENT FOR ANNUITANTS, EMPLOYEES HEALTH BENEFITS

Appropriations, 1990	$3,727,247,000
Budget estimate, 1991	3,509,563,000
House allowance	3,509,563,000
Committee recommendation	3,509,563,000

The Committee recommends an appropriation of $3,509,563,000 for Government payments for annuitants, employees health benefits. The Committee recommendation is identical to the budget estimate and the House allowance.

This appropriation funds the Government's share of health benefit costs for annuitants and survivors who no longer have an agency to contribute the employer's share. The Office of Personnel Management requests the appropriation necessary to pay this contribution to the employees health benefits fund and the retired employees health benefits fund. These trust revolving funds are available for: (1) the payment of subscription charges to approved carriers for the cost of health benefits protection; (2) contributions for qualified retired employees and survivors who carry private health insurance under the Retired Employees Health Benefits Program; and (3) the payment of expenses incurred by the Office of Personnel Management in the administration of these programs.

Public Law 93-246 provides for Government contributions to enrollees in the Employees Health Benefits Program equal to 60 percent of the unweighted average of the high-option premiums of six large plans. In addition, Public Law 99-272 provides that the Government contribution for health benefits for individuals who first become annuitants by reason of retirement from employment with the U.S. Postal Service on or after October 1, 1986, shall be paid by the U.S. Postal Service.

This appropriation also provides financing for the Government's share of health benefit costs for annuitants and survivors covered under the Retired Employees Health Benefits Program. Public Law 96-156 provides for increased Government contributions toward the subscription charge for health coverage, tied to increases in the cost of part B (medical) of Medicare, for those annuitants who retired prior to July 1, 1960.

GOVERNMENT PAYMENT FOR ANNUITANTS, EMPLOYEE LIFE INSURANCE

Appropriations, 1990	$2,662,000
Budget estimate, 1991	8,700,000
House allowance	8,700,000
Committee recommendation	8,700,000

The Committee recommends an appropriation of $8,700,000 for the Government payment for annuitants, employee life insurance in fiscal year 1991. This amount is the same as the budget request and the House allowance.

Public Law 96-427, the Federal Employees' Group Life Insurance Act of 1980 requires that all employees under the age of 65 who separate from the Federal Government for purposes of retirement on or after January 1, 1990, continue to make contributions toward their basic life insurance coverage after retirement until they reach the age of 65. These retirees will contribute two-thirds of the cost of the basic life insurance premium, identical to the amount contributed by active Federal employees for basic life insurance coverage. As with the active Federal employees, the Government is required to contribute one-third of the cost of the premium for basic coverage. OPM, acting as the payroll office on behalf of Federal retirees, has requested and the Committee has provided, the funding necessary to make the required Government contribution associated with annuitants' postretirement life insurance coverage.

PAYMENT TO CIVIL SERVICE RETIREMENT AND DISABILITY FUND

Appropriations, 1990	$5,211,732,000
Budget estimate, 1991	5,687,105,000
House allowance	5,687,105,000
Committee recommendation	5,687,105,000

The Committee recommends an appropriation of $5,687,105,000 for payment to the civil service retirement and disability fund. The Committee recommendation is identical to the budget estimate and the House allowance.

The civil service retirement and disability fund was established in 1920 to administer the financing and payment of annuities to retired Federal employees and their survivors. In fiscal year 1991 the fund will serve approximately 2.9 million active employees, 1.7 million annuitants, and survivors and will make benefit payments in excess of $34,000,000,000. The fund covers the operation of the Civil Service Retirement System and the Federal Employees Retirement System.

The payment to the civil service retirement and disability fund consists of an appropriation and a permanent indefinite authorization to pay the Government's share of retirement costs as defined in the Civil Service Retirement Amendments of 1969 (Public Law 91-93), the Federal Employees' Retirement System Act of 1986 (Public Law 99-335), and the Civil Service Retirement Spouse Equity Act of 1985 (Public Law 98-615). The payment is made directly from the General Fund of the U.S. Treasury, and is in addition to appropriated funds that will be contributed from agency budgets in fiscal year 1991.

Public Law 91-93 provides for an annual appropriation to amortize, over a 30-year period, all increases in Civil Service Retirement System costs resulting from acts of Congress granting new or liberalized benefits, extensions of coverage, or pay raises. However, the effects of cost-of-living adjustments are not amortized. The total current appropriation for fiscal year 1991 is the sum of the annual payments authorized since the law was enacted in 1969 ($5,686,506,000) plus funding for the annuities of persons employed on the construction of the Panama Canal and widows of former Lighthouse Service employees ($599,000). The total fiscal year 1991 current appropriation request represents an increase of $475,373,000 from the amount provided in fiscal year 1990 primarily due to increases in employees' pay.

Public Law 91-93 also provides permanent, indefinite authorization for the Secretary of the Treasury to transfer, on an annual basis, an amount equal to 5-percent interest on the civil service retirement and disability fund's current unfunded liability, calculated based on static economic assumptions $9,121,301,000 and annuity disbursements attributable to credit for military service of $2,621,564,000. It includes a payment in accordance with Public Law 98-61 which provides for the Secretary of the Treasury to transfer an amount equal to the annuities granted to eligible former spouses of annuitants who died between September 1978 and May 1985 and who did not elect survivor coverage $42,000,000.

The permanent indefinite authorization in fiscal year 1991 will total $12,203,915,000, an increase of $328,119,000 from fiscal year 1990.

Merit Systems Protection Board

SALARIES AND EXPENSES

Appropriations, 1990	$20,929,000
Budget estimate, 1991	22,564,000
House allowance	22,564,000
Committee recommendation	22,564,000

The Committee recommends an appropriation of $22,564,000 for the Merit Systems Protection Board. The Committee recommendation is identical to the budget estimate and the House allowance.

The Merit Systems Protection Board is an independent, quasi-judicial agency, charged by Congress with protecting the integrity of Federal merit systems against partisan political and other prohibited personnel practices, ensuring adequate protection for employees against abuses by agency management, and requiring executive branch agencies to make employment decisions based on individual merit. This mission is carried out principally by: (a) adjudicating employee appeals of agency personnel actions, such as removals, suspensions, demotions, and other appealable actions; (b) adjudicating actions brought by the special counsel involving alleged abuses of the merit systems; (c) ordering compliance with final orders where necessary; (d) conducting special studies of the civil service and other merit systems in the executive branch to determine whether they are free of prohibited personnel practices; (e) analyzing and reporting on the significant actions of the Office of Person-

nel Management [OPM]; and (f) reviewing regulations issued by OPM to ensure they do not require or result in the commission of a prohibited personnel practice.

LIMITATION

(TRANSFER OF FUNDS)

Appropriations, 1990	$1,450,000
Budget estimate, 1991	1,500,000
House allowance	1,500,000
Committee recommendation	1,500,000

The Committee has recommended a limitation of $1,500,000 on the amount to be transferred from the civil service retirement and disability fund to the Board to cover administrative expenses to adjudicate retirement appeals cases. This amount is identical to the House allowance and the budget request.

Office of Special Counsel

SALARIES AND EXPENSES

Appropriations, 1990	$5,107,000
Budget estimate, 1991	6,608,000
House allowance	6,608,000
Committee recommendation	6,608,000

The Committee recommends an appropriation of $6,608,000 for the Office of Special Counsel. The Committee recommendation is the same as the budget estimate and the House allowance.

The Office of the Special Counsel of the U.S. Merit Systems Protection Board is charged with enforcement of certain provisions of the Civil Service Reform Act of 1978 (Public Law 95-454 and 5 U.S.C. 1204-1208) and the Whistleblower Protection Act of 1989 (Public Law 101-12). The primary functions of the Office are: (1) to investigate and, if appropriate, prosecute prohibited personnel practices and activities prohibited by other civil service law, rule, or regulation; (2) to investigate and, if appropriate, prosecute prohibited political activities on the part of Federal and covered State and local employees; and (3) to provide employees a protected means of disclosing information concerning wrong doing in Federal agencies with assurance that the confidentiality of the discloser will be maintained and that appropriate action will be taken.

The statute requires OSC to investigate and, if warranted, prosecute: all allegations of prohibited personnel practices, including reprisal for protected disclosures of information; prohibited political activity; arbitrary or capricious withholding of information under the Freedom of Information Act; involvement of any employee in any prohibited discrimination found by any court or appropriate administrative authority; and any other activity prohibited by civil service law, rule, or regulation. OSC also provides a safe channel for disclosure of information evidencing waste, fraud, and abuse and referral of such information to agencies.

FEDERAL LABOR RELATIONS AUTHORITY

SALARIES AND EXPENSES

Appropriations, 1990	$17,590,000
Budget estimate, 1991	18,443,000
House allowance	18,443,000
Committee recommendation	18,443,000

The Committee recommends an appropriation of $18,443,000 for the Federal Labor Relations Authority [FLRA]. This amount is the same as the budget request and the House allowance.

The FLRA was established to administer title VII of the Civil Service Reform Act of 1978 and to serve as a neutral third party in the resolution of labor-management disputes arising among unions, employees, and Federal agencies. The effective resolution of these labor-management disputes has an important impact on the operations of the Government. These disputes arise with nearly all agencies of the executive branch, and the Library of Congress and the Government Printing Office, in locations throughout the United States and overseas. Further, the FLRA is charged with resolution of labor-management disputes among all employees, both United States citizens and foreign nationals, of the Panama Canal area.

Authority members.—Provides leadership in the establishment of policies and guidance relating to matters under title VII of the Civil Service Reform Act of 1978. Specifically, the authority is empowered to: (1) determine the appropriateness of units for labor organization representation; (2) supervise or conduct elections to determine whether a labor organization has been selected as an exclusive representative by a majority of the employees in an appropriate unit; (3) otherwise administer the provisions relating to the according of exclusive recognition to labor organizations; (4) prescribe criteria and resolve issues relating to the granting of national consultation rights; (5) prescribe and resolve issues relating to determining compelling need for agency rules and regulations; (6) resolve issues relating to the duty to bargain in good faith; (7) prescribe criteria relating to the granting of consultation rights with respect to conditions of employment; (8) conduct hearings involving complaints of unfair labor practices; (9) resolve exceptions to arbitrators' awards; and (10) take such other actions as necessary and appropriate to effectively administer the provisions of title VII of the Civil Service Reform Act of 1978.

General Counsel.—Has discharged responsibilities mandated in the Federal service-management relations statute and additional responsibilities which are delegated from the authority. The functions of the Office of the General Counsel are to: (1) investigate all alleged unfair labor practices under the Federal service labor-management relations statute and under the foreign service labor-management relations statute; (2) exercise final authority over the issuance of all complaints and the prosecution of all complaints arising under the statutes listed above; (3) review and decide all appeals of decisions of the regional directors refusing to issue complaint; (4) exercise delegated authority for investigating and taking dispositive action on all representation petitions; (5) exercise delegated au-

thority for supervising or conducting all representation elections and certifying the results of these elections to the parties; (6) exercise delegated authority for conducting hearings in all representation petitions where issues of fact are in dispute; (7) exercise delegated authority for the preparation of final decisions and orders based on the hearings held in representation cases; and (8) manage regional offices, including directing and supervising all employees of the regional offices. The regional offices are located in Boston, New York, Atlanta, Chicago, Dallas, Denver, Los Angeles, San Francisco, and Washington, DC. Subregional offices are located in Philadelphia and Cleveland.

Federal services impasses panel [FSIP].—An entity within the FLRA, assists Federal agencies and unions representing Federal employees in resolving impasses which arise in labor negotiations. The FSIP assists the parties through informal meetings, factfinding and, if necessary, arbitration. The professional staff aids the panel members by promptly investigating requests for assistance; bringing about informal settlements; and conducting factfinding and arbitration hearings; and drafting report recommendations as well as binding decisions for the FSIP members. Further, the staff supports the Foreign Service impasses disputes panel in resolving negotiation impasses arising under the Foreign Service Act of 1980.

U.S. Tax Court

SALARIES AND EXPENSES

Appropriations, 1990	$28,120,000
Budget estimate, 1991	31,598,000
House allowance	31,598,000
Committee recommendation	31,598,000

The Committee recommends an appropriation of $31,598,000 for the U.S. Tax Court. The Committee recommendation is the same as the budget estimate and the House allowance.

The U.S. Tax Court is an independent judicial body in the legislative branch under article I of the Constitution of the United States. The court is composed of a chief judge and 18 judges. Decisions by the court are reviewable by the U.S. Courts of Appeals and, if certiorari is granted, by the Supreme Court.

In their judicial duties the judges are assisted by senior judges, who participate in the adjudication of regular cases, and by special trial judges, who hear small tax cases and certain regular cases assigned to them by the chief judge. During fiscal year 1991, 28 senior judges and up to 17 special trial judges will be serving on the court.

The court conducts trial sessions throughout the United States, including Hawaii and Alaska.

The U.S. Tax Court hears and decides cases involving Federal income, estate and gift tax deficiencies and excise taxes relating to public charities, private foundations, qualified pension plans, real estate investment trusts, and windfall profit tax on domestic crude oil. It also renders declaratory judgments regarding the qualification or continuing qualification (including revocations of rulings on the exemptions) of retirement plans.

The Tax Court has jurisdiction to render declaratory judgments with respect to exempt organization status determinations pursuant to section 501(c)(3), Internal Revenue Code, and to enter declaratory judgments on the tax treatment of interest on proposed issues of Government obligations. In addition, the court has jurisdiction over actions to restrain disclosure and to obtain additional disclosure with respect to public inspection of written determinations issued by the Internal Revenue Service, and actions to compel the disclosure of the identity of third-party contacts relating to written determinations made by the Internal Revenue Service.

For 1991, the court proposes a trial program of 400 weeks consisting of 230 weeks of regular trial sessions and 170 weeks of small tax case sessions. Trials are held in approximately 80 cities throughout the United States. Ninety to ninety-five percent of the Federal tax trial work occurs in the U.S. Tax Court.

STATEMENT CONCERNING GENERAL PROVISIONS

Traditionally, the Treasury, Postal Service, and General Government appropriation bill has included general provisions which govern both the activities of the agencies covered by the bill, and, in some cases, activities of agencies, programs, and general Government activities that are not covered by the bill. Those general provisions that are Governmentwide in scope are contained in title VI of this bill.

The bill contains a number of general provisions that have been carried in this bill for years. At the same time, the Committee has included a number of new general provisions in the bill which are explained under this section of the report. Those general provisions that deal with a single agency only are shown immediately following that particular agency or departments appropriation accounts in the bill. Those general provisions that address activities or directives affecting all of the agencies covered in this bill are contained in title V of the bill.

TITLE V—GENERAL PROVISIONS

THIS ACT

The Committee has recommended retention of the following title V general provisions contained in the House-passed bill:

Section 501 regarding limitations on the expenditure of funds for travel.

Section 502 regarding certain employment practices regarding veterans;

Section 503 regarding establishment of offices outside of the District of Columbia;

Section 504 limiting the use of appropriated funds to the current fiscal year;

Section 505 regarding consultant services;

Section 506 addressing a "Buy America" provision regarding the procurement of hand or measuring tools;

Section 507 regarding employment of veterans in certain jobs performed in Federal buildings;

Section 508 regarding the advertising of wine and distilled spirits;

Section 509 regarding the elimination of existing requirements for surety bonds;

Section 510 regarding enforcement of section 307 of the Tariff Act;

Section 511 prohibiting the transfer of control over the Federal Law Enforcement Training Center, and modifies language to include Marana, AZ, and Artesia, NM;

Section 512 regarding the use of funds for certain propaganda purposes;

Section 513 prohibiting use of funds appropriated in this act from being used to prevent certain Federal employees from contacting their Congressman;

Section 514 prohibiting abortion coverage in Federal employees health plans except under certain circumstances;

Section 515 addressing certain conditions placed upon the language contained in section 514;

Section 516 prohibiting the use of funds to close or consolidate executive seminar centers for the Office of Personnel Management;

Section 517 providing that funds in this act shall be available as authorized by 5 U.S.C. 4501–4506;

Section 518 granting special pay relief to certain Federal employees under certain circumstances;

Section 520 permitting the Office of Personnel Management to accept donations for the Federal Executive Institute;

Section 521 addressing a "Buy America" provision regarding the procurement of stainless steel flatware;

Section 522 requiring the Secretary of the Treasury to issue a report on measures to reduce Federal expenditures for travel of former Presidents and their spouses under certain circumstances;

Section 523 authorizing the Secret Service to accept donations of funds from former presidents and their spouses for protective travel duties; and

Section 524 prohibiting the use of funds to transfer mail processing capabilities from the Las Cruces, NM postal facility.

The Committee has included the following title V general provisions which were not included in the House-passed bill:

Section 519 placing a limit on use of funds to contract out positions or downgrade the position classification of the Bureau of Engraving and Printing and U.S. Mint Police Forces or to study the feasibility of doing so.

Section 525 authorizing the Attorney General to utilize the Secret Service and other Federal law enforcement agencies to investigate financial institution fraud under certain conditions.

Section 526 requiring absorption of the Federal employee cost-of-living adjustment within the amounts provided for each agency.

Section 527 authorizing the Secret Service to reimburse State and local law enforcement for Presidential protection assistance.

Section 628 to allow the Internal Revenue Service [IRS] to hire outside experts through sole-source procurement.

LEGISLATIVE HISTORY OF SECTION 525

Section 525 is designed to assure effective coordination and maximum use of the collective resources of all Federal departments and agencies in the effort to investigate and prosecute illegal activity in the federally insured financial industry and the Resolution Trust Corporation. To that end, the section provides extraordinary authority for Federal departments and agencies to participate in such investigations and prosecutions under the supervision of the Attorney General and to exercise relevant authorities of the Department of Justice under his supervision. Supervision is intended to mean such investigative, prosecutorial and/or administrative guidance provided by the Attorney General or his delegate acting on behalf of the Attorney General, including such case oversight provided by any appropriate U.S. attorney's office. Employees of participating Federal agencies may be assigned to task forces under the direction of the Attorney General or his delegate, or alternatively such employees may work under the supervision discussed above.

Specifically, subsection 525(A)(1) provides that the Attorney General may accept the services of attorneys, law enforcement personnel, and employees of other departments and agencies that choose to provide these resources to be used under the supervision of the Attorney General to assist the Department of Justice in the investigation and prosecution of fraud and other unlawful activity in any federally insured financial institution and the Resolution Trust Corporation. The act effectively waives the reimbursement requirements of the Economy Act and similarly waives any limitation upon the expenditure of appropriated funds by participating Federal agencies for such activities by permitting each Federal agency and department temporarily to include the detection and prosecu-

tion of financial industry fraud as part of its mission. Nor will the expenditure of funds by participating Federal agencies for such activities constitute a funding supplement to the benefit of the Department of Justice in violation of budget augmentation prohibitions. However, this extraordinary authority does not repeal the Attorney General's authority to reimburse any participating agency for detailed personnel.

Subsection 525(A)(2) permits attorneys of other departments and agencies whose services are accepted for the purpose of detecting and prosecuting financial industry fraud to conduct or perform under the supervision of the Attorney General any investigative or prosecutorial function, which U.S. attorneys are authorized by law to conduct or perform. This provision will thus permit attorneys of other departments and agencies to exercise under the supervision of the Attorney General the authority conferred on U.S. attorneys while retaining their identity as attorneys of their own departments or agencies.

Similarly, subsection 525(A)(3) permits any law enforcement personnel of the U.S. Secret Service whose services are accepted for the purpose of detecting and prosecuting fraud against the financial industry and Resolution Trust Corporation to conduct or perform under the supervision of the Attorney General any kind of investigation which Department of Justice law enforcement personnel can conduct or perform. Secret Service law enforcement personnel may be assigned to task forces under the direction of the Attorney General or his delegate, or alternatively such personnel may work separately under the supervision of the Attorney General. By implementing this subsection, all Secret Service law enforcement personnel, by providing services to the Department of Justice as contemplated by this act, shall be able to exercise the authority of FBI and other Department of Justice agents while retaining their identity as Secret Service agents. The Secret Service has informed the Committee that it intends to commit from limited Secret Service resources experienced criminal investigative special agents who shall be assigned to the efforts contemplated by the act. However, the Director of the Secret Service shall retain the authority to determine the extent to which Secret Service manpower and resources shall be committed to such efforts. Moreover, this act does not intend to limit or circumscribe in any way the present authority conferred upon the Secret Service in connection with the Federal Deposit Insurance Corporation, or as to financial crimes in general, as provided pursuant to title 18 of the United States Code at section 3056(b)(1), or the enumerated sections appearing therein.

Finally, subsection 525(B)(2) makes clear that because the authorities conferred by this section are for the purpose of detecting and prosecuting financial industry fraud, they are temporary and will expire with the expiration of the Resolution Trust Corporation or its successor or after 6 years, whichever occurs first. The Attorney General is permitted to extend the authority conferred by the section as he deems appropriate.

TITLE VI—GENERAL PROVISIONS

DEPARTMENTS, AGENCIES, AND CORPORATIONS

The Committee has included all of the sections contained in the title VI general government provisions section of the House bill except for sections 618 and 626.

NONDISCLOSURE AGREEMENTS

In section 617, the Committee renews a prohibition on spending to implement or enforce certain nondisclosure agreements, SF 312 and SF 4355. Independently, the Committee intends to implement a separate, severable ban on spending to implement or enforce any other nondisclosure agreement or policy, whether implemented through rule, regulation, directive, form, contract, order or any other means, if the restriction does not conform to the prohibitions in five stated criteria.

As a practical matter, SF 312 and SF 4355 on their face violate four out of the five criteria. They impose liability for disclosures of information that the employee does not know to be classified and is not so designated. They directly and indirectly restrict disclosures to Members of Congress through a prior restraint requirement for advance submission and approval of information necessary for Congress to carry out its constitutional responsibilities. As a result, they violate the Lloyd Lafollette Act, 5 U.S.C. 7211.

These nondisclosure agreements, and similar restraints issued through newsletters, directives, memoranda, and verbal orders, impose obligations inconsistent not only with statutory law, but also Executive Order 12356 and numerous regulations. This is because the restraints create ex postfacto liability by contradicting the existing, legal definition of classified information, which requires that the employee receive notice of its restricted status through markings or other designation. For example, section 606 of the Intelligence Agents Identities Act, 50 U.S.C. 422, defines "classified information" as "information or material designated and clearly marked or clearly represented, pursuant to the provisions of a statute or Executive order (or a regulation or order issued pursuant to a statute or Executive order), as requiring a specific degree of protection against unauthorized disclosure for reasons of national security."

They also violate the Whistleblower Protection Act of 1989. In 1988 and 1989, when Congress twice passed that statute, the joint explanatory statement defined the consensus legislative intent as follows: "It is obvious, but worth noting, that no Executive order, regulation, or contract can extinguish the rights provided under section 2302 of title 5. Employees have been required to sign security agreements as a condition for gaining access to classified infor-

mation which seem to suggest that they could be punished for disclosures protected by 5 U.S.C. 2302(b)(8). Insofar as agreements seem to suggest that they are not valid." Despite general regulations purporting to avoid violations of the whistleblower statute, the specific language of the nondisclosure agreements contradicts the language of section 2302(b)(8). It requires employees holding security clearances to waive the scope of protected speech directly created in section 2303(b)(8).

If for some reason SF 312 and SF 4355 were found to linguistically or semantically comply with the five criteria in section 630, those nondisclosure agreements would still violate the Committee's policy intent—protecting the free flow of information to Congress about fraud, waste, and abuse. That is because in the absence of prior notice of information's status, an employee only can assure compliance with SF's 312 and 4355 by asking a supervisor if it is classified. That definitionally eliminates the possibility of confidential dissent. As Congress also emphasized in the joint explanatory statement for the Whistleblower Protection Act, "It is unrealistic to expect whistleblowers to help in the struggle against waste if they risk exposure of their names and possible retaliation."

For that reason, the Committee wishes to leave no doubt that it intends to prohibit spending for SF's 312 and 4355. The ban on spending for any other policies that fall within the five criteria is a distinct basis for prohibiting implementation or enforcement of improper restraints on disclosures. It should be interpreted as separate and severable from the portion of the amendment describing the five prohibited criteria.

The Committee has included the following general provisions in the bill which were not contained in the House-passed bill:

Section 625 will require Federal agencies to collect data on individual sureties used to meet bonding requirements on Federal contracts. The study is needed to better understand the use and performance of individual sureties. No data is currently collected on the use of individual sureties.

Section 626 is designed to stop agencies from creating schedule C positions, positions of a confidential or policy-determining character that are excepted from the competitive service, solely or primarily in order to detail the employee to the White House. The General Accounting Office has looked into this problem in three recent reports—GGD-87-102BR; GGD-88-33; and GGD-90-61—and concluded, among other things, that the agencies often hire individuals for schedule C positions in order to immediately assign them to the White House. In view of the nature and purpose of a schedule C appointment, this practice of hiring the individuals for details to the White House is inappropriate and an abuse of the authority.

By requiring the head of an agency to certify to the Office of Personnel Management that any new schedule C appointee is not being hired for the purposes of detail to the White House, the Committee believes that agencies will become aware of their responsibilitities to correctly utilize their authority to hire individuals for schedule C positions and end the type of abuses described by GAO in its reports. While the Committee is deeply concerned with this problem of agencies abusing their schedule C authority, the Com-

mittee has not gone so far as to preclude a schedule C appointee from subsequently being detailed to the White House in appropriate situations as long as the original appointment was not for this purpose.

Section 627 provides that no funds appropriated to any department, agency, or office of the United States by this or any other act may be used to issue any accounting principles or standards inconsistent with those issued by the Comptroller General pursuant to 31 U.S.C. 3511.

COMPLIANCE WITH RULE XXVI, PARAGRAPH 7(c), OF THE STANDING RULES OF THE SENATE

The Committee by a unanimous vote of a quorum present on August 1, 1990, recommended that the bill, as amended be reported to the Senate.

COMPLIANCE WITH PARAGRAPH 7, RULE XVI, OF THE STANDING RULES OF THE SENATE

Paragraph 7 of rule XVI requires that Committee reports on general appropriations bills identify each Committee amendment to the House bill "which proposes an item of appropriation which is not made to carry out the provisions of an exiting law, a treaty stipulation, or an act or resolution previously passed by the Senate during that session."

In title I the Committee recommends the following appropriations which lack authorization:

$63,883,000 for Departmental Offices, salaries and expenses;
$31,317,000 for International Affairs;
$41,142,000 for Federal Law Enforcement Training Center, salaries and expenses;
$29,000,000 for Federal Law Enforcement Training Center, acquisition, construction, improvements, and related expenses;
$218,742,000 for Financial Management Service, salaries and expenses;
$305,704,000 for Bureau of Alcohol, Tobacco and Firearms, salaries and expenses and $3,856,000 by transfer;
$1,141,725,000 for U.S. Customs Service, salaries and expenses;
$114,347,000 for U.S. Customs Service, operation and maintenance, air interdiction program;
$51,429,000 for the U.S. Mint, salaries and expenses;
$550,000 for U.S. Mint, expansion and improvements;
$175,139,000 for the Bureau of the Public Debt;
$500,000 for payment of Government losses in shipment;
$142,279,000 for the Internal Revenue Service, administration and management;
$1,521,595,000 for the Internal Revenue Service, processing tax returns and assistance;
$3,310,119,000 for the Internal Revenue Service, tax law enforcement;
$932,932,000 for the Internal Revenue Service, information systems; and
$412,740,000 for the U.S. Secret Service, salaries and expenses.

In title IV the Committee recommends the following appropriations which lack authorization:

$2,079,000 for the Administrative Conference of the United States, salaries and expenses;

$17,150,000 for the Federal Election Commission, salaries and expenses.

General Services Administration:

New construction projects:

Arizona:

Flagstaff, Southwest Forestry Science Complex, $5,000,000

District of Columbia:

Corps of Engineers, headquarters, $87,243,000

Department of Transportation, headquarters site, $50,000,000

General Services Administration, headquarters, $148,500,000

Federal Bureau of Investigation, field office, $98,372,000

Southeast Federal Center, $88,000,000

Georgia:

Athens, Dean Rusk Center for International Comparative Law, $1,000,000

Augusta, U.S. courthouse, $353,000

Idaho:

Moscow, University of Idaho Environmental Lab, $5,800,000

Iowa:

Ames, Midwest Supercomputer Access Center, $4,300,000

Kansas:

Pittsburg, Pittsburg State University, School of Technology Complex, $6,000,000

Louisiana:

Shreveport, Federal building and courthouse, $24,669,000

Massachusetts:

Boston, Federal building-courthouse, site acquisition and design, $184,200,000

Nebraska:

Lincoln, George W. Beadle Center for Genetic and Biomaterials Research, $6,000,000

Omaha, Creighton University, Criss Research Building, $2,000,000

Nevada:

Carson City, Federal building, parking construction, $50,000

New Mexico:

Albuquerque, Sandia National Laboratory, research, $4,000,000

New York:

New York, Columbia University, Center for Disease Prevention, $1,000,000

Tennessee:

Knoxville, post office, courthouse, site and design, $3,431,000

West Virginia:

Charleston, Federal building, courthouse, site acquisition, design, and construction, $80,407,000

Repairs and Alterations:

District of Columbia:

National Building Museum, Pension Building, $4,500,000

New York:

New York, Secret Service, field office, World Trade Center, $1,600,000

Capital Improvements of United States-Mexico border facilities, $211,659,800 as follows:

Arizona:

Naco, new border station, $3,497,500

Nogales, Grand Avenue Border Station, site and drainage, $3,200,000

Sasabe, new border station, $3,185,000

California:

Andrade, new border station, $6,400,700

Calexico, new border station, $41,395,000

Otay Mesa, new border station, $14,112,700

San Ysidro, border station, $8,000,000

Tecate, new border station, $10,367,500

New Mexico:

Santa Teresa, new border station, $6,000,000

Sunland Park, new border station, $500,000

Texas:

Brownsville, Gateway Bridge, border station, $3,500,000

Brownsville, new border station, $17,520,000

Columbia/West Laredo, new border station, $12,991,000

Del Rio, border station, $13,042,000

El Paso, Bridge of the Americas, border station, $5,291,000

Laredo/Juarez-Lincoln Bridge, border station, $25,679,400

Los Indios, new border station, $7,934,000

Ysleta, new border station, $9,044,000

Southwest Border: New Border Stations, $20,000,000; and

$3,725,000 for the Office of Government Ethics, salaries and expenses.

COMPLIANCE WITH PARAGRAPH 12, RULE XXVI OF THE STANDING RULES OF THE SENATE

Paragraph 12 of rule XXVI requires that Committee reports on a bill or joint resolution repealing or amending any statute or part of any statute include "(a) the text of the statute or part thereof which is proposed to be repealed; and (b) a comparative print of that part of the bill or joint resolution making the amendment and

of the statute or part thereof proposed to be amended, showing by stricken-through type and italics, parallel columns, or other appropriate typographical devices the omissions and insertions which would be made by the bill or joint resolution if enacted in the form recommended by the committee."

In compliance with this rule, the following changes in existing law proposed to be made by the bill are shown as follows: existing law to be omitted is enclosed in black brackets; new matter is printed in italic; and existing law in which no change is proposed is shown in roman.

General provision section 2(a) of the Postal Service Appropriations Act, 1991 amends section 3626 of title 39, United States Code, as follows:

§ 3626. Reduced rates

(a)(1) Except as provided in paragraph (2) of this subsection, rates of postage for a class of mail or kind of mailer under former section 4358, 4452(b), 4452(c), 4554(b), or 4554(c) of this title shall be established in accordance with applicable provisions of this chapter.

(2) Rates of postage for a class of mail or kind of mailer referred to in paragraph (1) of this subsection shall be established in accordance with the requirement that the direct and indirect postal costs attributable to such class of mail or kind of mailer (excluding any other costs of the Postal Service) shall be borne by such class of mail or kind of mailer, as the case may be.

(b)(1) For the purposes of this title, the term "periodical publications", as used in former section 4351 of this title, includes (A) any catalog or other course listing, including mail announcements of legal texts which are part of post-bar admission education issued by any institution of higher education or by a nonprofit organization engaged in continuing legal education; and (B) any looseleaf page or report (including any index, instruction for filing, table, or sectional identifier which is an integral part of such report) which is designed as part of a looseleaf reporting service concerning developments in the law or public policy.

(2) Any material described in paragraph (1) of this subsection shall qualify to be entered and mailed as second class mail in accordance with the applicable provisions of former section 4352 through former section 4357 of this title.

(3) For purposes of this subsection, the term "institution of higher education" has the meaning given it by section 1201(a) of the Higher Education Act of 1965 (20 U.S.C. 1141(a)).

(c) In the administration of this section, one conservation publication by an agency of a State which is responsible for management and conservation of the fish or wildlife resources of such State shall be considered a publication of a qualified nonprofit organization which qualifies for rates of postage under former section 4358(d) of this title.

(d)(1) For purposes of this title, the term "agricultural", as used in former sections 4358(j)(2), 4452(d), and 4554(b)(1)(B) of this title, includes the art or science of cultivating land, harvesting crops or marine resources, or raising of livestock.

(2) In the administration of this section, and for purposes of former sections 4358(j)(2), 4452(d), and 4554(b)(1)(B) of this title, agricultural organizations or associations shall include any organization or association which collects and disseminates information or materials relating to agricultural pursuits.

(e)(1) In the administration of this section, the rates for third-class mail matter mailed by a qualified political committee shall be the rates currently in effect under former section 4452 of this title for third-class mail matter mailed by a qualified nonprofit organization.

(2) For purposes of this subsection—

(A) the term "qualified political committee" means a national or State committee of a political party, the Republican and Democratic Senatorial Campaign Committees, the Democratic National Congressional Committee, and the National Republican Congressional Committee;

(B) the term "national committee" means the organization which, by virtue of the bylaws of a political party, is responsible for the day-to-day operation of such political party at the national level; and

(C) the term "State committee" means the organization which, by virtue of the bylaws of a political party, is responsible for the day-to-day operation of such political party at the State level.

(f) In the administration of this chapter, the rates for mail under former section 4358(g) of this title shall be established without regard to either the provisions of such former section 4358(g) or the provisions of this section.

(g)(1) In the administration of this section, the rates for mail under subsections (a), (b), and (c) of former section 4358 of this title shall not apply to an issue of a publication if the number of copies of such issue distributed within the county of publication is less than the number equal to the sum of 50 percent of the total paid circulation of such issue plus one.

(2) Paragraph (1) of this subsection shall not apply to an issue of a publication if the total paid circulation of such issue is less than 10,000 copies.

(h) In the administration of this section, the number of copies of a subscription publication mailed to nonsubscribers during a calendar year at rates under subsections (a), (b), and (c) of former section 4358 of this title may not exceed 10 percent of the number of copies of such publication mailed at such rates to subscribers.

(i)(1) As used in this subsection—

(A) "reduced-rate category" means any class of mail or kind of mailer for which a rate schedule is established under subsection (a) of this section; and

(B) "regular-rate category" means any class or kind of mail other than a class or kind referred to in section 2401(c) of this title.

(2) This subsection shall be used in determining the costs recovered by revenues plus appropriations for the reduced-rate categories, for the purpose of distinguishing costs to be recovered from rates and fees for regular-rate categories under this chapter, and for the purpose of determining the appropriation requests under section 2401(c) of this title relating to the reduced-rate categories. It shall be assumed that the combination of postage and appropriations to be received for each of the reduced-rate categories will bear the same ratio to the costs attributed as required by section 3622(b)(3) of this title to such respective categories, as the revenues to be received from the most closely corresponding regular-rate category, as estimated in determining the rates for such category, bear to the costs attributed to that regular-rate category as required by section 3622(b)(3) of this title.

(j)(1) In the administration of this section, the rates for mail under former section 4452(b) or 4452(c) of this title shall not apply to mail which advertises, promotes, recommends, offers, describes, or announces the availability of any credit, debit, or charge card, or similar financial service, provided by or through an arrangement with any person or organization not authorized to mail at the rates for mail under former section 4452(b) or 4452(c) of this title.

(2) Paragraph (1) of this subsection shall not exclude matter from being mailed at the rates for mail under former section 4452(b) or 4452(c) of this title, by an organization authorized to mail at those rates, solely because such matter contains—

(A) space advertising for which a valuable consideration has been paid, provided that such advertising is an integral part of a publication issued on a periodic basis by the authorized organization, and not included as an insert, enclosure, or supplement;

(B) an incidental acknowledgement or mention of organizations or individuals who have made donations to the authorized organization; or

(C) an incidental reference to services or benefits available as a result of membership in the authorized organization, provided that advertising, promotional, or application materials specifically concerning such services or benefits are not included.

General provision section 2(b) of the Postal Service Appropriations Act, 1991 amends section 2401(c) of title 39, United States Code, as follows:

(c) There are authorized to be appropriated to the Postal Service each year a sum determined by the Postal Service

to be equal to the difference between the revenues the Postal Service would have received if sections 3217, 3403–3406, and [3626(a)–(h)] *3626(a)–(h) and (j)* of this title, had not been enacted and the estimated revenues to be received on mail carried under such sections and Acts. In requesting an appropriation under this subsection for a fiscal year, the Postal Service shall include an amount to reconcile sums authorized to be appropriated for prior fiscal years on the basis of estimated mail volume with sums which would have been authorized to be appropriated if based on the final audited mail volume.

General provision section 1 of the Executive Office Appropriations Act, 1991 amends section 524(c)(9) of title 28, United States Code, as follows:

§ 524. Availability of appropriations

(a) Appropriations for the Department of Justice are available for payment of—

(1) notarial fees, including such additional stenographic services as are required in connection therewith in the taking of depositions, and compensation and expenses of witnesses and informants, all at the rates authorized or approved by the Attorney General or the Assistant Attorney General for Administration; and

(2) when ordered by the court, actual expenses of meals and lodging for marshals, deputy marshals, or criers when acting as bailiffs in attendance on juries.

(b) Except as provided in subsection (a) of this section, a claim of not more than $500 for expenses related to litigation that is beyond the control of the Department may be paid out of appropriations currently available to the Department for expenses related to litigation when the Comptroller General settles the payment.

(c)(1) There is established in the United States Treasury a special fund to be known as the Department of Justice Assets Forfeiture Fund (hereafter in this subsection referred to as the "Fund") which shall be available to the Attorney General without fiscal year limitation for the following purposes of the Department of Justice—

(A) the payment, at the discretion of the Attorney General, of any expenses necessary to seize, detain, inventory, safeguard, maintain, advertise, or sell property under seizure, detention, or forfeited pursuant to any law enforced or administered by the Department of Justice, or of any other necessary expenses incident to the seizure, detention, or forfeiture of such property; such payments may include—

(i) payments for contract services, the employment of outside contractors to operate and manage properties or provide other specialized services as necessary to dispose of such properties in an effort to maximize the return from such

properties, and payments to reimburse any Federal, State, or local agency for any expenditures made to perform the foregoing functions; and

(ii) payments made pursuant to regulations promulgated by the Attorney General, that are necessary and direct program-related expenses for the purchase or lease of automatic data processing equipment (not less than a majority of which use will be program related), training, printing, contracting for services directly related to the identification of forfeitable assets processing of and accounting for forfeitures, and the storage, protection, and destruction of controlled substances;

(B) the payment of awards for information or assistance directly relating to violations of the criminal drug laws of the United States.

(C) the payment of awards for information or assistance leading to a civil or criminal forfeiture under the Comprehensive Drug Abuse Prevention and Control Act of 1970 (21 U.S.C. 800 et seq.) or a criminal forfeiture under the Racketeer Influenced and Corrupt Organizations statute (18 U.S.C. 1961 et seq.), at the discretion of the Attorney General;

(D) the compromise and payment of valid liens and mortgages against property that has been forfeited pursuant to any law enforced or administered by the Department of Justice, subject to the discretion of the Attorney General to determine the validity of any such lien or mortgage and the amount of payment to be made, and the employment of attorneys and other personnel skilled in State real estate law as necessary;

(E) disbursements authorized in connection with remission or mitigation procedures relating to property forfeited under any law enforced or administered by the Department of Justice;

(F) for equipping for drug law enforcement functions any government-owned or leased vessels, vehicles, and aircraft available for official use by the Drug Enforcement Administration, the Federal Bureau of Investigation, the Immigration and Naturalization Service, or the United States Marshals Service;

(G) for purchase of evidence of any violation of the Controlled Substances Act, the Controlled Substances Import and Export Act, chapter 96 of title 18, or sections 1956 and 1957 of title 18; and

(H) after all reimbursements and program-related expenses have been met at the end of fiscal year 1989, the Attorney General may transfer deposits from the Fund to the building and facilities account of the Federal prison system for the construction of correctional institutions.

Amounts for paying the expenses authorized by subparagraphs (A)(ii), (B), (C), (F), and (G) shall be specified in ap-

propriations acts. Amounts for other authorized expenditures and payments from the Fund, incluidng equitable sharing payments, are not required to be specified in appropriations acts. The Attorney General may exempt the procurement of contract services under subparagraph (A) under the fund from section 3709 of the Revised Statutes of the United States (41 U.S.C. 5), title III of the Federal Property and Administrative Services Act of 1949 (41 U.S.C. 251 and following), and other provisions of law as may be necessary to maintain the security and confidentiality or related criminal investigations.

(2) Any award paid from the Fund for information, as provided in paragraph (1)(B) or (C), shall be paid at the discretion of the Attorney General or his delegate, under existing departmental delegation policies for the payment of awards, except that the authority to pay an award of $250,000 or more shall not be delegated to any person other than the Deputy Attorney General, the Associate Attorney General, the Director of the Federal Bureau of Investigation, or the Administrator of the Drug Enforcement Administration. Any award for information pursuant to paragraph (1)(B) shall not exceed $250,000. Any award for information pursuant to paragraph (1)(C) shall not exceed the lesser of $250,000 or one-fourth of the amount realized by the United States from the property forfeited.

(3) Any amount under subparagraph (F) of paragraph (1) shall be paid at the discretion of the Attorney General or his delegate, except that the authority to pay $100,000 or more may be delegated only to the respective head of the agency involved.

(4) There shall be deposited in the Fund all amounts from the forfeiture of property under any law enforced or administered by the Department of Justice, except all proceeds of forfeitures available for use by the Secretary of the Treasury or the Secretary of the Interior pursuant to section 11(d) of the Endangered Species Act (16 U.S.C. 1540(d)) or section 6(d) of the Lacey Act Amendments of 1981 (16 U.S.C. 3375(d)) or the Postmaster General of the United States pursuant to section 2003(b)(7) of title 39.

(5) Amounts in the Fund which are not currently needed for the purpose of this section shall be kept on deposit or invested in obligations of, or guaranteed by, the United States and all earnings on such investments shall be deposited in the Fund.

(6) The Attorney General shall transmit to the Congress, not later than 4 months after the end of each fiscal year two detailed reports as follows:

(A) a report on—

(i) the estimated total value of property forfeited under any law enforced or administered by the Department of Justice with respect to which funds were not deposited in the Fund; and

(ii) the estimated total value of all such property transferred to any State or local law enforcement agency; and

(B) a report on—

(i) the Fund's beginning balance;

(ii) sources of receipts (seized cash, conveyances, and others);

(iii) liens and mortgages paid and amount of money shared with State and local law enforcement agencies;

(iv) the net amount realized from the year's operations, amount of seized cash being held as evidence, and the amount of money legally allowed to be carried over to next year;

(v) any defendant's equity in property valued at $1,000,000 or more; and

(vi) year-end Fund balance.

(7) The Fund shall be subject to annual audit by the Comptroller General.

(8) The provisions of this subsection relating to deposits in the Fund shall apply to all property in the custody of the Department of Justice on or after the effective date of the Comprehensive Forfeiture Act of 1983.

(9) There are authorized to be appropriated such sums as necessary for the purposes described in subparagraphs (A)(ii), (B), (C), (F), and (G) of paragraph (1). [At the end of each of fiscal years 1990, 1991, and 1992, unobligated amounts not to exceed $150,000,000 remaining in the Fund shall be deposited in the Special Forfeiture Fund, except that an amount not to exceed $15,000,000 or, if determined necessary by the Attorney General to meet asset specific expenses, an amount equal to one-twelfth of the previous year's expenditures may be carried forward and remain available for appropriation in the next fiscal year.]

For each of fiscal years 1991, 1992, and 1993, the Attorney General shall transfer not to exceed $150,000,000 in unobligated amounts available in the Fund to the Special Forfeiture Fund: Provided, That such amounts will be transferred on a quarterly basis: Provided further, That, upon each transfer, not to exceed $15,000,000 or, if determined by the Attorney General to be necessary to meet forfeiture program expenses, an amount not to exceed one-tenth of the previous year's obligations shall be retained in the Fund and remain available for payment of authorized expenses: Provided further, That, any unobligated amounts in excess of $150,000,000 shall remain on deposit in the Fund.

(10) For the purposes of this subsection, property is forfeited pursuant to a law enforced or administered by the Department of Justice if it is forfeited pursuant to—

(A) any criminal forfeiture proceeding;

(B) any civil judicial forfeiture proceeding; or

(C) any civil administrative forfeiture proceeding conducted by the Department of Justice,

except to the extent that the seizure was effected by a Customs officer or that custody was maintained by the United States Customs Service in which case the provisions of section 613A of the Tariff Act of 1930 (19 U.S.C. 1613a) shall apply.

National Archives and Records Administration general provision section 1(d)(1) of the bill amends title 44, United States Code, by inserting after chapter 25, the following new chapter:

CHAPTER 27—ADVISORY COMMITTEE ON THE RECORDS OF CONGRESS

Sec.
2701. Advisory Committee on the Records of Congress.
2702. Membership; chairman; meetings.
2703. Functions of the Committee.
2704. Powers of the Committee.
2705. Compensation and travel expenses.
2706. Administrative provisions.

§ 2701. Advisory Committee on the Records of Congress

(a) There is established the Advisory Committee on the Records of Congress (hereafter in this chapter referred to as the Committee).

(b) The Committee shall be subject to the provisions of the Federal Advisory Committee Act (5 U.S.C. App.), except that the Committee shall be of permanent duration, notwithstanding any provision of section 14 of the Federal Advisory Committee Act.

§ 2702. Membership; chairman; meetings

(a)(1) The Committee shall consist of the eleven members including—

(A)(i) the Secretary of the Senate;
(ii) the Clerk of the House of Representatives;
(iii) the Archivist of the United States;
(iv) the Historian of the Senate; and
(v) the Historian of the House of Representatives; and

(B) six members of whom one shall be appointed by each of the following:
(i) the Speaker of the House of Representatives;
(ii) the Minority Leader of the House of Representatives;
(iii) the Majority Leader of the Senate;
(iv) the Minority Leader of the Senate;
(v) the Secretary of the Senate; and
(vi) the Clerk of the House of Representatives.

(2) Each member appointed under paragraph (1)(B) shall have expertise in United States history or archival management.

(b) The Secretary of the Senate shall serve as Chairman during the two-year period beginning on January 1, 1991, and the Clerk of the House of Representatives shall serve as Chairman during the two-year period beginning on January

1, 1993. Thereafter, such members shall alternate serving as Chairman for a term of two years.

(c)(1) Members of the Committee referred to in subsection (a)(1)(A) shall serve only while holding such offices. Members appointed to the Committee under subsection (a)(1)(B) shall serve for a term of two years, and may be reappointed without limitation. The initial appointments for such terms shall begin on January 1, 1991.

(2) Any vacancy on the Committee shall not affect the powers of the Committee. Any vacancy in an appointed position on the Committee shall be filled in the same manner in which the original appointment was made.

(d)(1) No later than thirty days after the date on which the first session of the 102d Congress begins, the Committee shall hold its first meeting. Thereafter, the Committee shall meet semi-annually or at the call of a majority of its members.

(2) Seven members of the Committee shall constitute a quorum, but a lesser number may hold hearings.

§ 2703. Functions of the Committee

The Committee shall—

(1) review the management and preservation of the records of Congress;

(2) report to and advise the Congress and the Archivist of the United States on such management and preservation; and

(3)(A) no later than December 31, 1991, conduct a study and submit a report to the Congress on—

(i) the effect any transfer of records of the National Archives and Records Administration from facilities located in Washington, D.C., to any location outside of Washington, D.C., shall have on the management and preservation of the records of Congress; and

(ii) the five year plan for the management and preservation of the records of Congress; and

(B) no later than December 31, 1995, conduct a study to update the report submitted under subparagraph (A)(ii), and submit a report to the Congress.

§ 2704. Powers of the Committee

(a) For purposes of carrying out the duties referred to under section 2703, the Committee or, on the authorization of the Committee, any subcommittee or member thereof, may hold such hearings, sit and act at such times and places, take such testimony, and receive such evidence as is appropriate.

(b) The Committee may secure directly from any department or agency of the United States such information as the Committee may require to carry out the duties referred to under section 2703. Upon request of the Chairman of the Committee, the head of such department or agency shall furnish such information to the Committee.

§ 2705. Compensation and travel expenses

A member of the Committee may not be paid compensation for service performed as a member of the Committee. However, members of the Committee shall be allowed travel expenses, including per diem in lieu of subsistence, at rates authorized for employees of agencies under subchapter I of chapter 57 of title 5, United States Code, while away from their homes or regular places of business in the performance of service for the Committee.

§ 2706. Administrative provisions

(a) Upon request of the Committee, the head of any Federal agency is authorized to detail to the Committee, on a non-reimbursable basis, any of the personnel of such agency to assist the Committee in carrying out the duties referred to under section 2703 and such detail shall be without interruption or loss of civil service status or privilege.

(b) For purposes of supporting the Committee, the Archivist may obtain the services of experts and consultants in accordance with the provisions of section 3109 of title 5, United States Code, but at rates for individuals not to exceed the daily equivalent of the minimum annual rate of basic pay payable for GS–16 of the General Schedule under section 5332 of such title.".

National Archives and Records Administration general provisions section 1(d)(1) of the bill amends the table of chapters for title 44, United States Code, by inserting after the item relating to chapter 25 of such title the following:

TITLE 44

PUBLIC PRINTING AND DOCUMENTS

Chapter	Section
21. National Archives and Records Administration	2101
22. Presidential Records	2201
25. National Historical Publications and Records Commission	2501
27. Advisory Committee on the Records of Congress	*2701*
29. Records Management by the Archivist of the United States and by the Administrator of General Services	2901
35. Coordination of Federal Information Policy	3501
39. Government Printing Office: Office of Inspector General	3901

Office of Personnel Management General Provision Section 1 of the bill amends section 8902(k)(1) of title 5, United States Code, as follows:

§ 8902. Contracting authority

(a) The Office of Personnel Management may contract with qualified carriers offering plans described by section 8903 or 8903a of this title, without regard to section 5 of title 41 or other statute requiring competitive bidding. Each contract shall be for a uniform term of at least 1 year, but may be made automatically renewable from term to term in the absence of notice of termination by either party.

(b) To be eligible as a carrier for the plan described by section 8903(2) of this title, a company must be licensed to issue group health insurance in all the States and the District of Columbia.

(c) A contract for a plan described by section 8903 (1) or (2) of this title shall require the carrier—

(1) to reinsure with other companies which elect to participate, under an equitable formula based on the total amount of their group health insurance benefit payments in the United States during the latest year for which the information is available, to be determined by the carrier and approved by the Office; or

(2) to allocate its rights and obligations under the contract among its affiliates which elect to participate, under an equitable formula to be determined by the carrier and the affiliates and approved by the Office.

(d) Each contract under this chapter shall contain a detailed statement of benefits offered and shall include such maximums, limitations, exclusions, and other definitions of benefits as the Office considers necessary or desirable.

(e) The Office may prescribe reasonable minimum standards for health benefits plans described by section 8903 or 8903a of this title and for carriers offering the plans. Approval of a plan may be withdrawn only after notice and opportunity for hearing to the carrier concerned without regard to subchapter II of chapter 5 and chapter 7 of this title. The Office may terminate the contract of a carrier effective at the end of the contract term, if the Office finds that at no time during the preceding two contract terms did the carrier have 300 or more employees and annuitants, exclusive of family members, enrolled in the plan.

(f) A contract may not be made or a plan approved which excludes an individual because of race, sex, health status, or, at the time of the first opportunity to enroll, because of age.

(g) A contract may not be made or a plan approved which does not offer to each employee, annuitant, family member, former spouse, or person having continued coverage under section 8905a of this title whose enrollment in the plan is ended, except by a cancellation of enrollment, a temporary extension of coverage during which he may exercise the option to convert, without evidence of good health, to a nongroup contract providing health benefits. An employee, annuitant, family member, former spouse, or person having continued coverage under section 8905a of this title who exercises this option shall pay the full periodic charges of the nongroup contract.

(h) The benefits and coverage made available under subsection (g) of this section are noncancelable by the carrier except for fraud, over-insurance, or nonpayment of periodic charges.

(i) Rates charged under health benefits plans described by section 8903 or 8903a of this title shall reasonably and equitably reflect the cost of the benefits provided. Rates

under health benefits plans described by section 8903 (1) and (2) of this title shall be determined on a basis which, in the judgment of the Office, is consistent with the lowest schedule of basic rates generally charged for new group health benefit plans issued to large employers. The rates determined for the first contract term shall be continued for later contract terms, except that they may be readjusted for any later term, based on past experience and benefit adjustments under the later contract. Any readjustment in rates shall be made in advance of the contract term in which they will apply and on a basis which, in the judgment of the Office, is consistent with the general practice of carriers which issue group health benefit plans to large employers.

(j) Each contract under this chapter shall require the carrier to agree to pay for or provide a health service or supply in an individual case if the Office finds that the employee, annuitant, family member, former spouse, or person having continued coverage under section 8905a of this title is entitled thereto under the terms of the contract.

(k)(1) When a contract under this chapter requires payment or reimbursement for services which may be [performed by a clinical psychologist or optometrist] *performed by a clinical psychologist, optometrist, nurse midwife, or nurse practitioner/clinical specialist*, licensed or certified as such under Federal or State law, as applicable, or by a qualified clinical social worker as defined in section 8901(11), an employee, annuitant, family member, former spouse, or person having continued coverage under section 8905a of this title covered by the contract shall be free to select, and shall have direct access to, such a clinical psychologist, [qualified clinical social worker or optometrist] *qualified clinical social worker, optometrist, nurse midwife, or nurse practitioner/nurse clinical specialist* without supervision or referral by another health practitioner and shall be entitled under the contract to have payment or reimbursement made to him or on his behalf for the services performed.

(2) The provisions of this subsection shall not apply to group practice repayment plans.

(l) The Office shall contract under this chapter for a plan described in section 8903(4) of this title which any qualified health maintenance carrier which offers such a plan. For the purpose of this subsection, "qualified health maintenance carrier" means any qualified carrier which is a qualified health maintenance organization within the meaning of section 1310(d)(1) of title XIII of the Public Health Service Act (42 U.S.C. 300c-9(d)).

(m)(1) The provisions of any contract under this chapter which relate to the nature or extent of coverage or benefits (including payments with respect to benefits) shall supersede and preempt any State or local law, or any regulation issued thereunder, which relates to health insurance

or plans to the extent that such law or regulation is inconsistent with such contractual provisions.

(2)(A) Notwithstanding the provisions of paragraph (1) of this subsection, if a contract under this chapter provides for the provision of, the payment for, or the reimbursement of the cost of health services for the care and treatment of any particular health condition, the carrier shall provide, pay, or reimburse up to the limits of its contract for any such health service properly provided by any person licensed under State law to provide such service if such service is provided to an individual covered by such contract in a State where 25 percent or more of the population is located in primary medical care manpower shortage areas designated pursuant to section 332 of the Public Health Service Act (42 U.S.C. 254e).

(B) The provisions of subparagraph (A) shall not apply to contracts entered into providing prepayment plans described in section 8903(4) of this title.

Section 521 of title V of the bill amends section 12 of the Presidential Protection Assistance Act of 1976 (18 U.S.C. 3056 note) as follows:

SEC. 12. In carrying out the protecion of the President of the United States, pursuant to section 3056(a) of title 18 [subsec. (a) of this section], at the one non-governmental property designated by the President of the United States to be fully secured by the United States Secret Service on a permanent basis, as provided in section 3(a) of Public Law 94-524 [section 3(a) of this note], the Secretary of the Treasury may utilize, with their consent, the law enforcement services, personnel, equipment, and facilities of the affected State and local governments. Further, the Secretary of the Treasury is authorized to reimburse such State and local governments for the utilization of such services, personnel, equipment, and facilities. All claims for such reimbursement by the affected governments will be submitted to the Secretary of the Treasury on a quarterly basis. [Expenditures for this reimbursement are authorized not to exceed an additional amount of $160,000] *Expenditures for this reimbursement are authorized not to exceed $200,000 in any one fiscal year: Provided,* That the designated site is located in a municipality or political subdivision of any State where the permanent resident population is 7,000 or less and where the absence of such Federal assistance would place an undue economic burden on the affected State and local governments.

Section 528 of the bill amends title 41, United States code, chapter 4, subchapter IV, by inserting at the end thereof, the following new section:

The Internal Revenue Service may use competitive procedures or procedures other than competitive procedures to procure the services of experts for use in the examination of tax returns or litigating any action under the Internal Rev-

enue Code in the United States Tax Court, whether or not the expert is expected to testify at trial. The Internal Revenue Service need not provide any written justification for the use of procedures other than competitive procedures when procuring expert services for cases involving the Internal Revenue Code and need not furnish for publication in the Commerce Business Daily or otherwise any notice of solicitation or synopsis with respect to such procurement.

BUDGETARY IMPACT OF BILL

PREPARED BY THE CONGRESSIONAL BUDGET OFFICE PURSUANT TO SEC. 308(a), PUBLIC LAW 93–344, AS AMENDED

[In millions of dollars]

	Budget authority		Outlays	
	Committee allocation	Amount of bill	Committee allocation	Amount of bill
Comparison of amounts in the bill with the Committee allocation to its subcommittees of amounts in the First Concurrent Resolution for 1991: Subcommittee on Treasury, Postal Service	20,432	20,710	19,521	[1] 19,881
Projections of outlays associated with budget authority recommended in the bill:				
1991				[2] 17,274
1992				1,501
1993				128
1994				13
1995 and future year				7
Financial assistance to State and local governments for 1991 in the bill				
	Direct loans		Loan guarantees	
Credit authority estimates, fiscal year 1991				

[1] Includes outlays from prior-year budget authority.
[2] Excludes outlays from prior-year budget authority.

Note.—The bill, as recommended, is within its discretionary 302(b) allocations.

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR FISCAL YEAR 1990 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR FISCAL YEAR 1991

[Amounts in dollars]

Item	1990 appropriation	Budget estimate	House allowance	Committee recommendation	Senate committee recommendation compared with (+ or −)		
					1990 appropriation	Budget estimate	House allowance
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
TITLE I - DEPARTMENT OF THE TREASURY							
Departmental Offices:							
Salaries and expenses	58,081,000	63,083,000	63,083,000	63,883,000	+5,802,000	+800,000	+800,000
International affairs	25,010,000	27,517,000	27,517,000	29,717,000	+4,707,000	+2,200,000	+2,200,000
Office of the Inspector General	13,605,000	21,296,000	21,296,000	21,296,000	+7,691,000	---	---
Financial crimes enforcement network	---	---	---	16,688,000	+16,688,000	+16,688,000	+16,688,000
Federal Law Enforcement Training Center:							
Salaries and expenses	36,000,000	36,727,000	36,727,000	41,142,000	+5,142,000	+4,415,000	+4,415,000
Facilities, acquisition and related expenses	15,000,000	18,735,000	18,735,000	29,000,000	+14,000,000	+10,265,000	+10,265,000
Financial Management Service:							
Salaries and expenses	285,669,000	218,742,000	218,742,000	218,742,000	-66,927,000	---	---
Bureau of Alcohol, Tobacco and Firearms	264,058,000	275,284,000	296,284,000	305,704,000	+41,646,000	+30,420,000	+9,420,000
(By transfer)	---	---	---	(3,856,000)	(+3,856,000)	(+3,856,000)	(+3,856,000)
United States Customs Service:							
Salaries and expenses	1,062,590,000	1,120,086,000	1,140,086,000	1,141,725,000	+79,135,000	+21,639,000	+1,639,000
(By transfer)	---	---	---	(18,884,000)	(+18,884,000)	(+18,884,000)	(+18,884,000)
Operations and maintenance, air interdiction program	230,363,000	143,047,000	107,047,000	114,347,000	-116,016,000	-28,700,000	+7,300,000
Customs forfeiture fund (limitation on availability of deposits)	14,855,000	14,855,000	14,855,000	14,855,000	---	---	---
Customs services at small airports (to be derived from fees collected)	2,152,000	2,152,000	2,152,000	2,152,000	---	---	---
Receipts	-587,000	---	---	---	+587,000	---	---
Total, United States Customs Service	1,309,373,000	1,280,140,000	1,264,140,000	1,273,079,000	-36,294,000	-7,061,000	+8,939,000
United States Mint:							
Salaries and expenses	50,051,000	51,429,000	51,429,000	51,429,000	+1,378,000	---	---
Expansions and improvements	---	550,000	550,000	550,000	+550,000	---	---
Bureau of the Public Debt	193,906,000	175,139,000	175,139,000	175,139,000	-18,767,000	---	---
Payments of Government losses in shipment	---	---	---	500,000	+500,000	+500,000	+500,000
Internal Revenue Service:							
Administration and management	72,241,000	136,072,000	136,072,000	142,279,000	+70,038,000	+6,207,000	+6,207,000
(By transfer)	---	---	---	(3,059,000)	(+3,059,000)	(+3,059,000)	(+3,059,000)

Processing tax returns and assistance	1,919,196,000	1,444,517,000	1,444,517,000	1,521,595,000	-397,601,000	+77,078,000	+77,078,000
Examinations and appeals	1,886,929,000	---	---	---	-1,886,929,000	---	---
Investigation, collection, and taxpayer service	1,622,953,000	---	---	---	-1,622,953,000	---	---
Tax law enforcement	---	3,560,484,000	3,560,484,000	3,310,119,000	+3,310,119,000	-250,365,000	-250,365,000
Information systems	---	993,927,000	993,927,000	932,932,000	+932,932,000	-60,995,000	-60,995,000
Total, Internal Revenue Service	5,501,319,000	6,135,000,000	6,135,000,000	5,906,925,000	+405,606,000	-228,075,000	-228,075,000
United States Secret Service	366,262,000	397,640,000	397,640,000	412,740,000	+46,478,000	+15,100,000	+15,100,000
(By transfer)	---	---	---	(91,000)	(+91,000)	(+91,000)	(+91,000)
Total, title I, Department of the Treasury, new budget (obligational) authority	8,118,334,000	8,701,282,000	8,706,282,000	8,546,534,000	+428,200,000	-154,748,000	-159,748,000
(By transfer)	---	---	---	(25,890,000)	(+25,890,000)	(+25,890,000)	(+25,890,000)
TITLE II - POSTAL SERVICE							
Payment to the Postal Service Fund	453,425,000	484,592,000	484,592,000	470,592,000	+17,167,000	-14,000,000	-14,000,000
Payment to the Postal Service Fund for nonfunded liabilities	36,425,000	38,142,000	38,142,000	38,142,000	+1,717,000	---	---
Total, Postal Service	489,850,000	522,734,000	522,734,000	508,734,000	+18,884,000	-14,000,000	-14,000,000
TITLE III - EXECUTIVE OFFICE OF THE PRESIDENT							
Compensation of the President	250,000	250,000	250,000	250,000	---	---	---
Office of Administration	18,580,000	24,910,000	24,910,000	25,410,000	+6,830,000	+500,000	+500,000
The White House Office	30,232,000	32,799,000	32,799,000	32,799,000	+2,567,000	---	---
Executive Residence at the White House	6,815,000	8,495,000	8,495,000	8,495,000	+1,680,000	---	---
Official Residence of the Vice President	574,000	626,000	626,000	626,000	+52,000	---	---
Special Assistance to the President	2,303,000	2,587,000	2,587,000	2,587,000	+284,000	---	---
Council of Economic Advisers	2,865,000	3,064,000	3,064,000	3,064,000	+199,000	---	---
Office of Policy Development	3,075,000	3,395,000	3,395,000	3,395,000	+320,000	---	---
National Critical Materials Council	397,000	235,000	235,000	400,000	+3,000	+165,000	+165,000
National Security Council	5,335,000	5,893,000	5,893,000	5,893,000	+558,000	---	---
Office of Management and Budget	44,317,000	49,305,000	49,305,000	48,343,000	+4,026,000	-962,000	-962,000
Office of Federal Procurement Policy	2,626,000	2,914,000	2,914,000	2,914,000	+288,000	---	---
Unanticipated needs	1,000,000	1,000,000	1,000,000	1,000,000	---	---	---
Investment in management improvement	500,000	---	---	---	-500,000	---	---
Office of National Drug Control Policy:							
Salaries and expenses	36,949,000	66,500,000	66,500,000	16,500,000	-20,449,000	-50,000,000	-50,000,000
Special forfeiture fund	115,000,000	128,000,000	128,000,000	128,000,000	+13,000,000	---	---
Total, title III, Executive Office of the President, new budget (obligational) authority	270,818,000	329,973,000	329,973,000	279,676,000	+8,858,000	-50,297,000	-50,297,000
TITLE IV - INDEPENDENT AGENCIES							
Administrative Conference of the United States	1,865,000	2,079,000	2,079,000	2,079,000	+214,000	---	---
Advisory Commission on Intergovernmental Relations	1,285,000	1,300,000	1,300,000	1,300,000	+15,000	---	---

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR FISCAL YEAR 1990 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR FISCAL YEAR 1991—Continued

[Amounts in dollars]

Item	1990 appropriation	Budget estimate	House allowance	Committee recommendation	Senate committee recommendation compared with (+ or –)		
					1990 appropriation	Budget estimate	House allowance
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Advisory Committee on Federal Pay	205,000	207,000	207,000	207,000	+2,000	---	---
Committee for Purchase from the Blind and Other Severely Handicapped	1,049,000	1,160,000	1,160,000	1,160,000	+111,000	---	---
Federal Election Commission	15,330,000	17,150,000	17,150,000	17,150,000	+1,820,000	---	---
General Services Administration:							
Federal Buildings Fund:							
Appropriation	25,220,000	1,365,353,000	1,408,870,000	1,578,360,800	+1,553,140,800	+213,007,800	+169,490,800
Limitation on availability of revenue:							
Construction & acquisition of facilities	(138,843,000)	(1,570,595,000)	(1,469,642,000)	(1,282,830,000)	(+1,143,987,000)	(-287,765,000)	(-186,812,000)
Repairs and alterations	(558,692,320)	(572,710,000)	(579,710,000)	(780,251,800)	(+221,559,480)	(+207,541,800)	(+200,541,800)
Payment on purchase contracts	(126,752,000)	(136,579,000)	(136,579,000)	(136,579,000)	(+9,827,000)	---	---
Rental of space	(1,327,336,000)	(1,534,300,000)	(1,506,300,000)	(1,505,780,000)	(+178,444,000)	(-28,520,000)	(-520,000)
Real property operations	(948,000,000)	(1,037,200,000)	(1,037,200,000)	(1,037,200,000)	(+89,200,000)	---	---
Program direction & centralized services	(68,020,000)	(90,781,000)	(90,781,000)	(90,781,000)	(+22,761,000)	---	---
Design and construction services	(146,302,000)	(242,165,000)	(242,165,000)	(251,165,000)	(+104,863,000)	(+9,000,000)	(+9,000,000)
Unavailable for obligation	---	---	(216,832,000)	---	---	---	(-216,832,000)
Appropriated - not available for obligation	---	---	---	---	---	---	---
Total, Federal Buildings Fund:							
New budget (obligational) authority	25,220,000	1,365,353,000	1,408,870,000	1,578,360,800	+1,553,140,800	+213,007,800	+169,490,800
(Limitations)	(3,313,945,320)	(5,184,330,000)	(5,279,209,000)	(5,084,586,800)	(+1,770,641,480)	(-99,743,200)	(-194,622,200)
Federal Supply Service:							
Operating expenses	47,644,000	52,243,000	53,957,000	52,243,000	+4,599,000	---	-1,714,000
Federal Property Resources Activities:							
Operating expenses, federal property resources service	11,072,000	12,798,000	13,386,000	12,798,000	+1,726,000	---	-588,000
Real property relocation	7,942,000	8,000,000	8,000,000	8,000,000	+58,000	---	---
General management and administration	122,540,000	90,555,000	35,100,000	91,455,000	-31,085,000	+900,000	+56,355,000
Grants	13,152,000	---	---	---	-13,152,000	---	---
Information resources management service	32,480,000	39,268,000	39,961,000	39,268,000	+6,788,000	---	-693,000
Office of the Inspector General	26,136,000	30,139,000	30,997,000	30,139,000	+4,003,000	---	-858,000
Allowances and Office Staff for Former Presidents	1,808,000	1,964,000	1,808,000	1,964,000	+156,000	---	+156,000
Total, General Activities	215,130,000	182,724,000	129,252,000	183,624,000	-31,506,000	+900,000	+54,372,000

Total, General Services Administration....	287,994,000	1,600,320,000	1,592,079,000	1,814,227,800	+1,526,233,800	+213,907,800	+222,148,800
National Archives and Records Administration.....	124,840,000	128,879,000	139,756,000	131,469,000	+6,629,000	+2,590,000	-8,287,000
Office of Government Ethics.....	3,369,000	3,725,000	3,725,000	3,725,000	+356,000	---	---
Office of Personnel Management:							
Salaries and expenses:							
Appropriation.....	110,942,000	114,461,000	114,461,000	114,461,000	+3,519,000	---	---
(Limitation on adminstrative expenses).....	(81,907,000)	(74,379,000)	(74,379,000)	(74,379,000)	(-7,528,000)	---	---
Office of Inspector General.....	2,879,000	4,607,000	4,607,000	4,607,000	+1,728,000	---	---
(Limitation on adminstrative expenses).....	---	(3,043,000)	(3,043,000)	(3,043,000)	(+3,043,000)	---	---
Government payment for annuitants, employees health benefits.....	3,727,247,000	3,509,563,000	3,509,563,000	3,509,563,000	-217,684,000	---	---
Government payment for annuitants, employee life insurance benefits.....	2,662,000	8,700,000	8,700,000	8,700,000	+6,038,000	---	---
Payment to civil service retirement and disability fund.....	5,211,732,000	5,687,105,000	5,687,105,000	5,687,105,000	+475,373,000	---	---
Total, Office of Personnel Management.....	9,055,462,000	9,324,436,000	9,324,436,000	9,324,436,000	+268,974,000	---	---
Merit Systems Protection Board:							
Salaries and expenses:							
Appropriation.....	20,929,000	22,564,000	22,564,000	22,564,000	+1,635,000	---	---
(Limitation on adminstrative expenses).....	(1,450,000)	(1,500,000)	(1,500,000)	(1,500,000)	(+50,000)	---	---
Office of special counsel.....	5,107,000	6,608,000	6,608,000	6,608,000	+1,501,000	---	---
Total, Merit Systems Protection Board.....	26,036,000	29,172,000	29,172,000	29,172,000	+3,136,000	---	---
Federal Labor Relations Authority.....	17,590,000	18,443,000	18,443,000	18,443,000	+853,000	---	---
Total, federal personnel activities.....	9,099,088,000	9,372,051,000	9,372,051,000	9,372,051,000	+272,963,000	---	---
United States Tax Court.....	28,120,000	31,598,000	31,598,000	31,598,000	+3,478,000	---	---
Total, title IV, Independent Agencies:							
New budget (obligational) authority.....	9,563,145,000	11,158,469,000	11,161,105,000	11,374,966,800	+1,811,821,800	+216,497,800	+213,861,800
(Limitations).....	(3,397,302,320)	(5,263,252,000)	(5,358,131,000)	(5,163,508,800)	(+1,766,206,480)	(-99,743,200)	(-194,622,200)
Grand total:							
New budget (obligational) authority.....	18,442,147,000	20,712,458,000	20,720,094,000	20,709,910,800	+2,267,763,800	-2,547,200	-10,183,200
(By transfer to other accounts).....	---	---	---	(14,126,000)	(+14,126,000)	(+14,126,000)	(+14,126,000)
(By transfer).....	---	---	---	(40,016,000)	(+40,016,000)	(+40,016,000)	(+40,016,000)
(Limitations).....	(3,397,302,320)	(5,263,252,000)	(5,358,131,000)	(5,163,508,800)	(+1,766,206,480)	(-99,743,200)	(-194,622,200)